



DRAFT ENVIRONMENTAL IMPACT REPORT



1234 Howard Street Residential Project

2002.0954E

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EIR Publication Date: September 4, 2004

EIR Public Hearing Date: October 14, 2004

EIR Public Comment Period: September 4 to October 19, 2004

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**1234 Howard Street
Draft Environmental Impact Report**

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I. SUMMARY

A. INTRODUCTION

This is the Draft Environmental Impact Report (EIR) prepared in accordance with the California Environmental Quality Act (CEQA) for the proposed demolition of the existing building at 1234 Howard Street between Eighth and Ninth Streets, and the construction of an approximately 33,340-square-foot building consisting of 18 dwelling units and 18 ground-floor parking spaces.

An application for environmental evaluation for the 1234 Howard Street project (the "Project") was filed on April 15, 2003. On the basis of the Initial Study published on June 21, 2003, the San Francisco Planning Department determined that an EIR is required. (See Appendix A – Initial Study.) This EIR is intended to provide information on the environmental effects concerning the proposed 1234 Howard Street project to allow the San Francisco Planning Commission to make an informed decision on the project

B. PROJECT DESCRIPTION

The project site is in an area known as South of Market. The rectangular-shaped project site is near the middle of City block bounded by Howard, Ninth, Natoma, and Eighth in the South of Market Area of San Francisco, and fronts on both Howard and Natoma Streets. The project site is relatively flat, sloping gradually up three feet from Howard Street to Natoma Street. The 8,250-square-foot site (approximately 0.19 acre) currently contains an approximately 8,250 square foot vacant structure. The building fronts on Howard Street and consists of a two-level office with an attached one-story wood framed warehouse directly behind it. This building was constructed in 1924 as a sheet metal fabrication shop (The Guilfoyle Cornice Works), and is rated as a Category III (Contributory) building under Article 11 of the *San Francisco Planning Code*. The current Natoma Street façade was built in 1985 when 17 feet of the rear of the original building was demolished. The Howard Street frontage reflects a two-story interior mezzanine that once served as offices for the single story warehouse behind it.

The project sponsor, 1234 Howard LLC, proposes to demolish the existing building and construct a five-story, approximately 33,340-square-foot residential condominium building with ground floor parking. The project would contain ten one-bedroom and eight two-bedroom units, for a total of 18 dwelling units. Pedestrian access would be from both Natoma and Howard Streets. Vehicular ingress to the off-street parking would be from Howard Street, and vehicular egress would be onto Natoma Street.

C. MAIN ENVIRONMENTAL EFFECTS

This Environmental Impact Report for the project focuses on the issue of historic architectural resources. All other potential environmental effects were found to be at a less-than-significant level or to be mitigated to a less-than-significant level with mitigation measures to be implemented by the project sponsor. (Please see the Initial Study, included in this document as Appendix A, for analysis of other environmental issues.) A section on growth inducement is also included, and land use is discussed for informational purposes.

Land Use, Zoning, and General Plan Consistency (page 29)

The proposed residential use is a principally permitted use in the SLR (Service/Light Industrial/Residential) zoning district.

Following completion and certification of the Final EIR, the project would require a demolition permit for a Category III Significant Building. The project would also require Department of Building Inspection approvals of demolition and building permits.

The project site is within the South of Market Area of San Francisco. The zoning is SLR (Service/Light Industrial/Residential), and the project site is in a 50-X Height and Bulk District. SLR districts encourage service and light industrial uses, while protecting existing housing and encouraging the development of housing that is compatible with the existing neighborhood.

The broader South of Market District (including the project site) is part of the Eastern Neighborhoods Community Planning Process, of which one of the goals is to develop a new set of zoning regulations. After a series of community workshops, the Planning Department published the *Community Planning in the Eastern Neighborhoods, Rezoning Options Workbook – First Draft*, containing three zoning

options, in February 2003. However, at this time, it is not known whether the project site or its vicinity will undergo any change in zoning as a result of this community-based planning process.

Historic Architectural Resources (page 34)

The existing building is proposed to be demolished, and, is rated as a Category III (Contributory) building, denoting "individual importance," under Article 11 of the San Francisco Planning Code. CEQA Guidelines Section 15064.5(a)(2) defines "historic resources" to include buildings that are included in a local register of historical resources, as defined by Public Resources Code section 5020.1(k), and Article 11 of the Planning Code is an *adopted local register* of historic resources in the downtown zoning district for the purposes of CEQA.

The 1234 Howard Street building is also listed in two surveys that contain buildings that could be considered historic resources: the 1976 *Citywide Architectural Survey*, and San Francisco Heritage's extended survey of the Downtown, although neither of these surveys have been officially adopted as a local register of historic resources. The building is neither a designated San Francisco Landmark nor part of a local historic district.

Because 1234 Howard Street is designated as a Category III Contributory Building in Article 11, an *adopted local register* of historic resources for purposes of CEQA, the Planning Department concludes that the 1234 Howard Street building is a significant historic resource.

Growth Inducement (page 51)

The proposed project entails construction of a new five-story building providing 33,340 gross square feet of residential space, which would include 18 residential units and 18 parking spaces. The additional residential space in the South of Market neighborhood would increase the daily population on the project site to approximately 34 people, from the currently vacant building on the site. Because of the current strong demand for housing, especially for housing close to employment centers including the Financial District, which would exist with or without the project, the project would not induce substantial growth or concentration of population beyond that which would have occurred without the project. Some

project residents may relocate from other parts of the Bay Area to be closer to their employment in downtown San Francisco. To the extent that this occurs, the project would result in reduced commuting to work. For these reasons, the proposed project would not cause significant growth-inducing impacts.

D. MITIGATION MEASURES (page 53)

MEASURES THAT WOULD BE IMPLEMENTED BY THE PROJECT SPONSOR

Construction Air Quality

- The project sponsor would require the contractor(s) to spray the site with water during demolition and construction activities; spray unpaved construction areas with water at least twice per day; cover stockpiles of soil, sand, and other material; cover trucks hauling debris, soils, sand, or other such material; and sweep surrounding streets during demolition, excavation, and construction at least once per day to reduce particulate emissions.
- Ordinance 175-91, passed by the Board of Supervisors on May 6, 1991, requires that non-potable water be used for dust control activities. Therefore, the project sponsor would require that the contractor(s) obtain reclaimed water from the Clean Water Program for this purpose. The project sponsors would require the project contractor(s) to maintain and operate construction equipment so as to minimize exhaust emissions of particulates and other pollutants, by such means as a prohibition on idling motors when equipment is not in use or when trucks are waiting in queues, and implementation of specific maintenance programs to reduce emissions for equipment that would be in frequent use for much of the construction period.

Archaeological Cultural Resources

- Given the location and depth of excavation proposed, and the likelihood that archaeological resources would be encountered on the project site, the sponsor has agreed to retain the services of an archaeologist. The archaeologist would carry out a pre-excavation testing program to better determine the probability of finding cultural and historical remains. The testing program would use a series of mechanical, exploratory borings or trenches and/or other testing methods determined by the archaeologist to be appropriate.
- The following mitigation measure is required to avoid any potential adverse effect from the proposed project on accidentally discovered buried or submerged historical resources as defined in *CEQA Guidelines* Section 15064.5(a)(c)). The project sponsor shall distribute the Planning Department's archaeological resource "ALERT" sheet to the project prime contractor; to any project subcontractor (including demolition, excavation, grading, foundation, pile driving, etc. firms); or utilities firm involved in soils disturbing

- activities within the project site. Prior to any soils disturbing activities being undertaken each contractor is responsible for ensuring that the Alert Sheet is circulated to all field personnel including, machine operators, field crew, pile drivers, supervisory personnel, etc. The Head Foreman or other responsible party shall provide the Environmental Review Officer (ERO) with a signed affidavit to the ERO confirming that all field personnel have received copies of the Alert Sheet.
- Should any indication of an archeological resource be encountered during any soils disturbing activity of the project, the project Head Foreman and/or project sponsor shall immediately notify the ERO and shall immediately suspend any soils disturbing activities in the vicinity of the discovery until the ERO has determined what additional measures, if any, should be undertaken.
 - If the ERO determines that an archeological resource may be present within the project site, the project sponsor shall retain the services of a qualified archeological consultant. The archeological consultant shall advise the ERO as to whether the discovery is an archeological resource, retains sufficient integrity, and is of potential scientific/historical/cultural significance. If an archeological resource is present, the archeological consultant shall identify and evaluate the archeological resource. The archeological consultant shall make a recommendation as to what action, if any, is warranted. Based on this information, the ERO may require, if warranted, specific additional measures to be implemented by the project sponsor.
 - Measures might include: preservation in situ of the archeological resource; an archaeological monitoring program; or an archeological testing program. If an archeological monitoring program or archeological testing program is required, it shall be consistent with the Major Environmental Analysis (MEA) division guidelines for such programs. The ERO may also require that the project sponsor immediately implement a site security program if the archeological resource is at risk from vandalism, looting, or other damaging activities.
 - The project archeological consultant shall prepare a Final Archeological Resources Report (FARR) evaluating the historical importance of the archeological resource and describing the archeological and historical research methods employed in the archeological monitoring/data recovery program(s). Information that may put at risk any archeological resource shall be provided in a separate removable insert within the final report.
 - Copies of the Draft FARR shall be sent to the ERO for review and approval. Once approved by the ERO, copies of the FARR shall be distributed as follows: California Archaeological Site Survey Northwest Information Center (1 copy) and the President of the Landmarks Preservation Advisory Board (1 copy). The Major Environmental Analysis division of the Planning Department shall receive three copies of the FARR along with copies of any formal site recordation forms (CA DPR 523 series) and/or documentation for nomination to the National Register of Historic Places/California Register of Historical Resources. In instances of high public interest or interpretive

value, the ERO may require a different final report content, format, and distribution than that presented above.

Historical Architectural Cultural Resources

Prior to the complete demolition of the 1234 Howard Street, the project sponsor would prepare historic documentation to Historic American Buildings Survey (HABS) recordation standards which would include the following:

- A HABS outline report on the 1234 Howard Street building including descriptive and historical information.
- Photographic documentation of the exterior of the 1234 Howard Street building on the site. Such documentation would be provided to HABS standard of detail and quality for photography documentation in 4x5 or 5x7 photographs and negatives.
- If, after consulting with the President of the Landmarks Preservation Advisory Board, it is determined that there are not sufficient existing historic drawings to document the building, then a full set of measured drawings of the 1234 Howard Street building would be prepared. Such drawings would be prepared according to HABS standards of detail and executed in ink on mylar. If sufficient drawings are available, these would be gathered and conserved.

Copies of the narratives, photographic documentation, and detailed notes on the measurements of the existing building would be submitted to the City and County of San Francisco Planning Department prior to authorization of any permits that may be required for demolition of the existing building by the Agency. Completed drawings would be provided to the Planning Department within 180 days after issuance of any required demolition permit.

In addition, the project sponsor would prepare and transmit the photographs and descriptions of the 1234 Howard Street building to the Landmarks Preservation Advisory Board, Bancroft Library at the University of California, Berkeley, the History Room of the San Francisco Public Library, and the Northwest Information Center of the California Historical Information Resources System.

The measure would reduce the adverse effect of complete demolition of the existing building, but the loss of a Category III building would still be considered a significant impact.

IMPROVEMENT MEASURES

Improvement measures diminish effects of the project that were found through the environmental analysis to be less-than-significant impacts.

Geology/Topography

- The project sponsor shall incorporate the recommendations in the conclusions of the geotechnical investigation report for foundation options on the project site.

E. UNAVOIDABLE SIGNIFICANT IMPACTS (page 59)

The proposed project would have the following unavoidable significant impacts in the area of historic architectural resources:

- The project sponsor intends to demolish the 1234 Howard Street building, and replace it with a five-story residential building. The 1234 Howard Street building is considered an historical resource for CEQA purposes, and demolition of this building would be a significant adverse impact.

F. ALTERNATIVES TO THE PROJECT (page 61)

Alternative A: No Project

This alternative would entail no change to the site. The proposed project would not be built. The existing 1234 Howard Street building on the site would not be demolished and none of the existing architectural features would be altered. However, this alternative would not preclude future proposals for redevelopment of the project site.

If the No-Project Alternative were implemented, none of the impacts associated with the project would occur. This alternative would avoid the significant adverse project impact of demolishing the existing 1234 Howard Street building which may be eligible for the National Register of Historic Places. In addition, the No Project Alternative would result in no increase in vehicle travel or transit use, as would occur with implementation of the proposed project. There would be no project-specific effects on land use, intersection conditions, transit use, parking, loading, or pedestrian or bicycle traffic. (These impacts would all be less than significant with the proposed project.) Under this alternative, there would be no

incremental contribution from the project site to these degraded conditions, beyond traffic and transit ridership already generated.

Other less-than-significant effects described in the Initial Study, including emissions of air pollutants, generation of noise during construction, potential discovery of subsurface cultural resources during excavation, and potentially hazardous materials, among other impacts, would not occur with this alternative.

The No Project Alternative would not meet the project sponsor's objectives of serving the housing needs of San Francisco. Furthermore, the existing building would not be seismically upgraded under the No Project Alternative, and may continue to remain vacant.

Alternative B: Rehabilitation of the Facade and New Residential Project Alternative

This alternative would entail rehabilitation of the Howard Street facade and the construction of an 18-unit five-story residential development. Alternative B would not conform to *The Secretary of the Interior's Standards for Treatment of Historic Properties*, as it would only rehabilitate the two-story sheet-metal facade on Howard Street and construct a five-story residential structure behind the approximately 18-inch facade that would be attached to the new building. The rehabilitation of the facade would entail the removal of each window and each section of the existing sheet metal cladding in order to reconstruct the rotted and water damaged wood frame supporting the facade. The process of rehabilitation would involve stripping the sheet metal cladding of the numerous coatings applied over its life, fabricating new pieces to replace those damage beyond reuse at present (estimated at fifty percent) and those damaged during removal, sanding and straightening the pieces to be reused and constructing molds for re-casting the cornice pieces. The industrial windows would be removed, the frames repaired, and re-glazed with standard and tempered glass to meet the title 24 conservation requirements. A new street wall frame would be constructed with a new foundation to conform to current seismic codes, and the new and rehabilitated sheet metal cladding would be installed and waterproofed. A new structural wall would be built behind the existing street wall.

Compared to the proposed project, Alternative B: Rehabilitation of the Facade and New Residential Project Alternative would have different and fewer environmental effects on historic architectural resources and visual quality, and similar effects on transportation, parking, and population.

The Rehabilitation of the Facade and New Residential Project Alternative would have a less significant impact on historic architectural resources than the proposed project. It would, however, not avoid the significant adverse impact on historic architectural resources caused by the proposed project's demolition of the existing historic 1234 Howard Street building, as it would only restore the Howard Street facade, requiring minimal change to the defining characteristics of the building exterior. The historic character of the Howard Street facade, including distinctive features, finishes, construction techniques, and examples of craftsmanship, would be retained and preserved. This alternative is a less conservative preservation approach than the Rehabilitation and Reuse of the Existing Building Alternative in that no other part of the existing building would remain except for the facade.

Compared to the proposed project, Alternative B: Rehabilitation of the Facade and New Residential Project Alternative would have different and fewer environmental effects on historic architectural resources and visual quality, and similar effects on transportation, parking, and population.

The Rehabilitation of the Facade and New Residential Project Alternative would have a less significant impact on historic architectural resources than the proposed project. It would, however, not avoid the significant adverse impact on historic architectural resources caused by the proposed project's demolition of the existing historic 1234 Howard Street building, as it would only restore the Howard Street facade, requiring minimal change to the defining characteristics of the building exterior. The historic character of the Howard Street facade, including distinctive features, finishes, construction techniques, and examples of craftsmanship, would be retained and preserved. This alternative is a less conservative preservation approach than the Rehabilitation and Reuse of the Existing Building Alternative in that no other part of the existing building would remain except for the facade.

The Existing Building Expanded Program Alternative would have similar impacts on transportation, parking, air quality, and population, compared to the proposed project. The impacts of both the proposed project and this alternative on transit, parking, pedestrians, bicycles, and cumulative traffic

would be less than significant. This alternative would generate about the same change in daily population, and the population effects of both this alternative and the proposed project would be less than significant. This alternative would be of a similar height, and nearly as bulky as the proposed project, and as a consequence, the visual and shadow impacts would be similar to those of the proposed project. Other effects described in the Initial Study for the proposed project, such as energy, hazards, and cultural resources, would be similar to those of the proposed project. Construction noise, air emissions and traffic would be greater than the proposed project due to the amount of time required for rehabilitating the Howard Street facade and constructing the new building with restricted access.

The Rehabilitation of the Facade and New Residential Project Alternative would satisfy the project sponsor's objectives of providing housing in the South of Market area. However, it would be considerably more expensive than the demolition and replacement of the existing building, adding about forty percent to the total cost of the project. The project sponsors believe that the costs for rehabilitation would prohibit completion of the proposed project.

Alternative C: Restoration and Expansion of the Existing Building Alternative

This alternative would entail rehabilitation and expansion of the existing 1234 Howard Street building. Alternative C would include a seismic retrofit to meet current standards, and would conform with *The Secretary of the Interior's Standards for Treatment of Historic Properties*. Under Alternative C, the Howard Street facade and the existing ground floor and office mezzanine would be rehabilitated and a five-story apartment building would be constructed containing 18 units: eight one-bedroom units and ten studios (compared to the ten one-bedroom and eight two-bedroom units for the proposed project). The ground floor would contain 18 parking spaces. This alternative would maintain the historic character of the office portion of the existing building, which is approximately 15 feet in depth from the Howard Street property line), and restore exterior sheet-metal decorative features and steel sash industrial windows of the Howard Street facade. Although this alternative would retain the Howard Street facade and office portion rather than the entire 165-foot deep building, it would comply with the Secretary's Standards.

Compared to the proposed project, Alternative C: Rehabilitation and Expansion of the Existing Building Alternative would have different and fewer environmental effects on historic architectural resources and population.

The Rehabilitation and Expansion of the Existing Building Alternative would avoid the significant adverse impact on historic architectural resources caused by the proposed project's demolition of the existing historic 1234 Howard Street building. The character-defining features of the facade of the building, including the decorative elements of the sheet-metal facade and industrial steel sash windows, would be repaired and preserved. Because the sheet metal facade is attached to wood which is water damaged and rotted, it must be removed and repaired. The deteriorated historic features would be repaired to the extent possible, or would have to be replicated and replaced with materials that match as nearly as possible (as discussed in Alternative B, above). Replacement of missing features would be documented. The existing windows would be replaced where necessary. The first 15 feet of the existing building would have to be seismically upgraded and the support system at the front of building would be replaced, including new footings. Adverse impacts on the existing building (in terms of scale, massing, and visibility from the street) would be reduced under this alternative and the modern design of the addition would adequately differentiate the new building from the old. For these reasons, the Rehabilitation and Reuse of the Existing Building Alternative would preserve the existing building facade's character-defining features, in contrast to the proposed project.

Alternative C is a more conservative preservation approach than Alternative B: Rehabilitation of the Facade and New Residential Project Alternative, described above, in that the building's two-level office portion would generally remain intact.

Because the exterior characteristics of the building would not be substantially changed on the Howard Street frontage, the visual impacts of the Rehabilitation and Reuse Existing Building Alternative would be less than those of the proposed project. Due to the absence of two-bedroom units, this alternative would result in fewer vehicle and transit trips than the proposed project. The impacts of both the proposed project and this alternative on intersection levels of service, transit, parking, pedestrians, bicycles, construction impacts, and cumulative traffic impacts would be less than significant. Similarly, the Rehabilitation and Expansion of the Existing Building Alternative would generate a smaller increase

in daily population, and the population effects of both this alternative and the proposed project would be less than significant.

Other effects described in the Initial Study for the proposed project, such as construction noise and air emissions, could be more than those of the proposed project because the rehabilitation and retention of the Howard Street frontage and the two-story interior that extends to a depth of about fifteen feet (which must be seismically upgraded because it is not structurally sound) would take longer than the demolition of the existing building and construction of a new building. All impacts would be less than significant with implementation of the mitigation measures recommended for the proposed project, including this alternative's effects on historic architectural resources.

The Rehabilitation and Expansion of the Existing Building Alternative would partially satisfy the project sponsor's objectives of providing housing to meet the demand in San Francisco. This alternative, however, would not provide any two-bedroom housing. The construction costs to seismically upgrade the two-story, 15-foot-in-depth portion of the existing building, and rehabilitate the deteriorated sheet metal facade and industrial sash windows on Howard Street would add approximately fifty percent to the entire cost of the project. The cost for this alternative would be prohibitive to the project sponsor.

Alternative D: Retention of the Existing Building and New Residential Project Alternative

This alternative would entail the retention of a portion of the existing 1234 Howard Street building in its current condition and construct a new residential project behind it. Alternative D would include securing the Howard Street facade and the existing ground floor and office mezzanine and protecting it from further deterioration pursuant to *The Secretary of the Interior National Park Service's Technical Brief #31, Mothballing Historic Buildings*. A five-story apartment building similar to Alternative C would be constructed containing 18 units: eight one-bedroom units and ten studios (compared to the ten one-bedroom and eight two-bedroom units for the proposed project). The ground floor would contain 18 parking spaces with access on Natoma Street. This alternative would retain the historic character of the Howard Street facade and the office portion of the existing building (approximately 15 feet in depth from the Howard Street property line), however, unlike Alternative C, it would not be used and would be separate from the residential building.

Compared to the proposed project, Alternative D: Retention the Existing Building and New Project Alternative would have different and fewer environmental effects on historic architectural resources and population. Alternative D would not, however, eliminate all environmental effects. Alternative D would avoid the significant adverse impact on historic architectural resources caused by the proposed project's demolition of the existing historic 1234 Howard Street building. The character-defining features of the existing building would not be changed and the building would remain in its current condition with protection against further deterioration. Adverse impacts on the existing building (in terms of scale, massing, and visibility from the street) would be reduced under this alternative and the modern design of the addition would adequately differentiate the new building from the old. For these reasons, the Retention of the Existing Building Alternative would preserve the existing building facade's character-defining features, in contrast to the proposed project. As in Alternative C, the majority of the existing building would be demolished.

Alternative D is similar to Alternative C in that the building's two-level office portion would generally remain intact. Because the exterior characteristics of the building would not be substantially changed on the Howard Street frontage, the visual impacts of the Retention of Existing Building Alternative would be less than those of the proposed project. As with Alternative C, due to the absence of two-bedroom units, this alternative would result in fewer vehicle and transit trips than the proposed project. The impacts of both the proposed project and this alternative on intersection levels of service, transit, parking, pedestrians, bicycles, construction impacts, and cumulative traffic impacts would be less than significant, however, since all vehicular and pedestrian traffic would enter and exit on Natoma Street, there would be more traffic on Natoma Street than the proposed project. Similarly, the Retention of the Existing Building Alternative would generate a smaller increase in daily population, and the population effects of both this alternative and the proposed project would be less than significant.

Other effects described in the Initial Study for the proposed project, such as construction noise and air emissions, could be more than those of the proposed project because the retention of the Howard Street frontage and the two-story interior that extends to a depth of about fifteen feet (which would be preserved against further deterioration) would take longer than the demolition of the existing building and construction of a new building. All impacts would be less than significant with implementation of

the mitigation measures recommended for the proposed project, including this alternative's effects on historic architectural resources.

The Retention of the Existing Building and New Residential Building Alternative would partially satisfy the project sponsor's objectives of providing housing to meet the demand in San Francisco. This alternative, however, would not provide any two-bedroom housing. The retention and closure of the historic portions of the existing building would be considered by the project sponsor to be a feasible alternative.

G. AREAS OF CONTROVERSY AND ISSUES TO BE RESOLVED

This environmental impact report focuses on the issues of historic architectural resources, as well as discussing land use for informational purposes. All other potential environmental effects were found to be at a less-than-significant level or to be mitigated to a level of less-than-significant with mitigation measures agreed to by the project sponsor. Please see the Initial Study, included in this document as Appendix A, for analysis of issues other than historic architectural resources and growth inducement.

Residents, business owners, and employees in this neighborhood may be concerned about the potential impacts of a change in neighboring use. The Planning Commission will be asked to certify the Final EIR after publication and distribution of written responses to all comments received on the Draft EIR.

After Final EIR certification, and following consideration of community concerns as expressed in the future public hearing and the information presented in the Initial Study and this EIR, the San Francisco Planning Commission (or the Board of Supervisors on appeal) will decide whether or not to approve the proposed project.

II. PROJECT DESCRIPTION

The project sponsor, 1234 Howard L.L.C., propose to demolish the existing building at 1234 Howard Street and construct an approximately 33,604-square-foot residential development including approximately of 18 dwelling units and about 18 ground floor parking spaces.

A. PROJECT SPONSOR'S OBJECTIVES

The project sponsor has the following objectives:

- Develop a high-quality, cost-effective residential building in the South of Market Area of San Francisco to provide one- and two-bedroom residential units, and associated parking to meet the demands of the expanding San Francisco economy and growth in the project area.
- Develop a project consistent with the existing urban design character of the area.
- Complete the project on schedule and within budget.

B. PROJECT LOCATION

The proposed project site is in the Northeast Quadrant of San Francisco, in an area known as South of Market. The rectangular-shaped project site is located in the City block bounded by Howard, Ninth, Natoma, and Eighth Streets (Figure 1, page 16).¹ The project site is located at 1234 Howard Street, on Assessor's Block 3728, lot 14, which totals 8,250 square feet or approximately 0.19 acre. The mid-block project site extends from the north side of Howard Street to the south side of Natoma Street, and is relatively flat, sloping gradually up three feet from Howard Street to Natoma Street.

The project site is within a SLR (Service/Light Industrial/Residential) zoning district and a 50-X height/bulk district.

¹ To simplify the discussion of the direction of City streets south of and including Market Street, the convention of calling northwest-to-southeast streets "north-south" and northeast-to-southwest streets "east-west" is used in this document.

Regional Location Figure 1

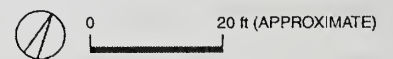
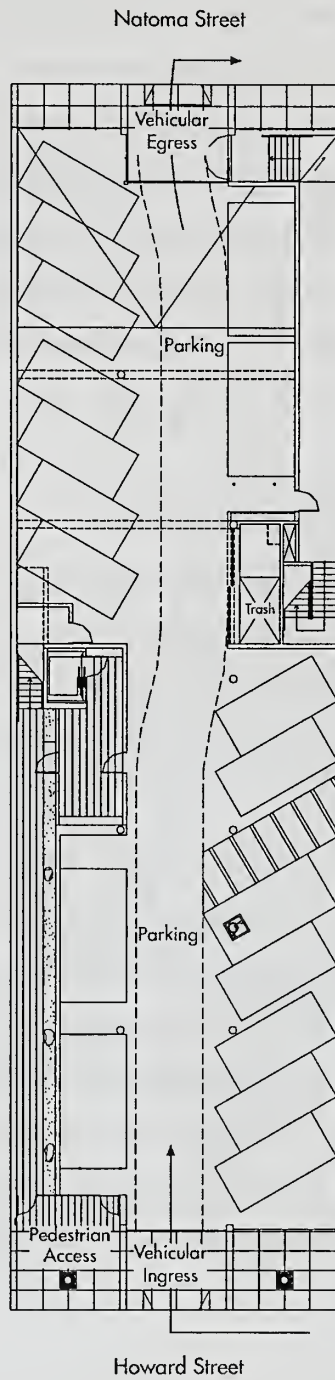
The project site currently contains a vacant one-story with mezzanine building built in 1924 as a sheet metal fabrication shop (The Guilfooy Cornice Works). The current Natoma Street facade was built in 1985 when 17 feet of the rear of the original building was demolished. The Howard Street frontage reflects a two-story interior with an office mezzanine that served as office space for the warehouse behind it. The building is rated as a Category III (Contributory) building under Article 11 of the *San Francisco Planning Code*. The building is also rated B (buildings of individual importance) in the Foundation for San Francisco's Architectural Heritage extended survey of areas peripheral to the downtown, and was given an overall rating of 2 (indicating the building is of contextual significance) in the 1976 *Architectural Survey*.

C. PROJECT CHARACTERISTICS

The proposed project involves the demolition of the existing approximately 8,250 gross square-foot building and the construction of a five-story, approximately 33,340-square-foot residential condominium building with ground floor parking for 18 spaces (Figures 2, 3, 4, 5, 6, 7, 8, and 9, pages 18 to 25). The project would contain ten one-bedroom and eight two-bedroom units, for a total of 18 dwelling units.

The building would be built to the property lines, and would contain approximately 33,604 gross square feet in area. The entrance and access to the residential use and off-street parking would be from both Natoma and Howard Streets. Six of the units would have private usable open space and the other 12 units would have a common roof deck for usable open space. Two of the dwelling units would be affordable, pursuant to the City's Residential Inclusionary Affordable Housing Program (Article 3, Section 315.1(2) of the *Planning Code*). As defined in the program, the purchase price for the units would be based on an annual payment for all housing costs of 33 percent of the combined household annual net income in San Francisco, or a rent that does not exceed 30 percent of a household's combined annual net income.

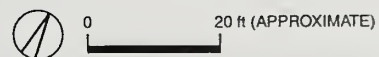
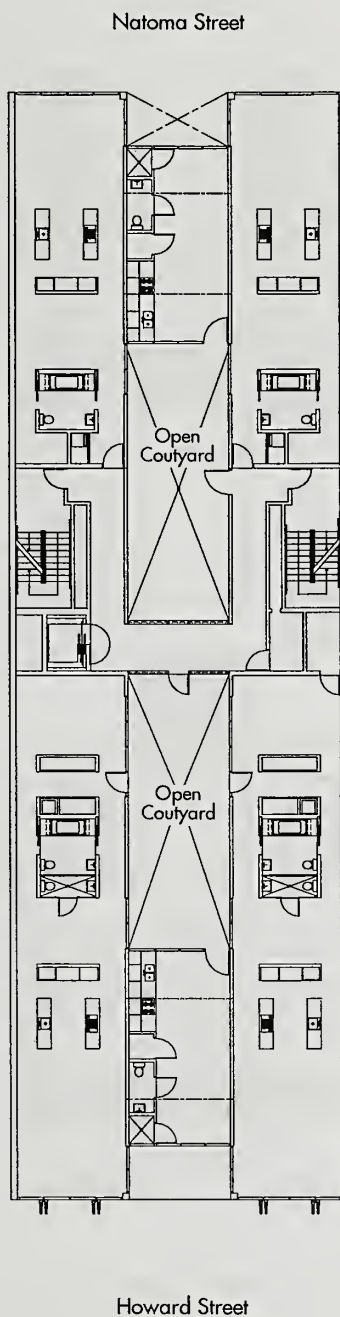
The proposed building would be a two-channel building with a central slot left open as a court. The exterior of the proposed building would feature aluminum panels, anodized aluminum framed doors and windows, and a translucent curtain wall system that would allow light and air to the units on either side of the open court.



Source: Stanley Saitowitz/Natoma Architects Inc.

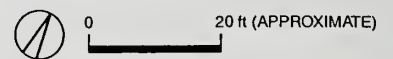
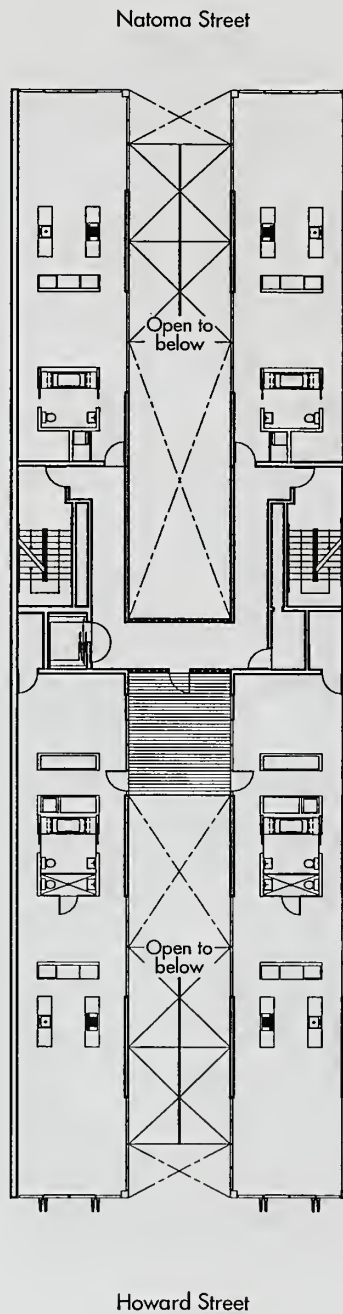
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Proposed Ground Floor (Garage) Plan Figure 2



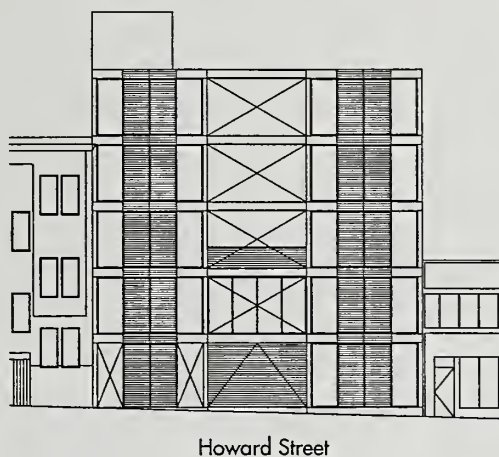
Source: Stanley Saitowitz/Natoma Architects Inc.

Proposed Plaza Level Floor Plan Figure 3

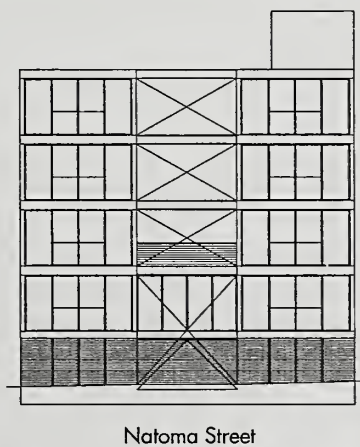


Source: Stanley Saitowitz/Natoma Architects Inc.

Proposed Typical Floor Plan Figure 4



Howard Street (South) Elevation

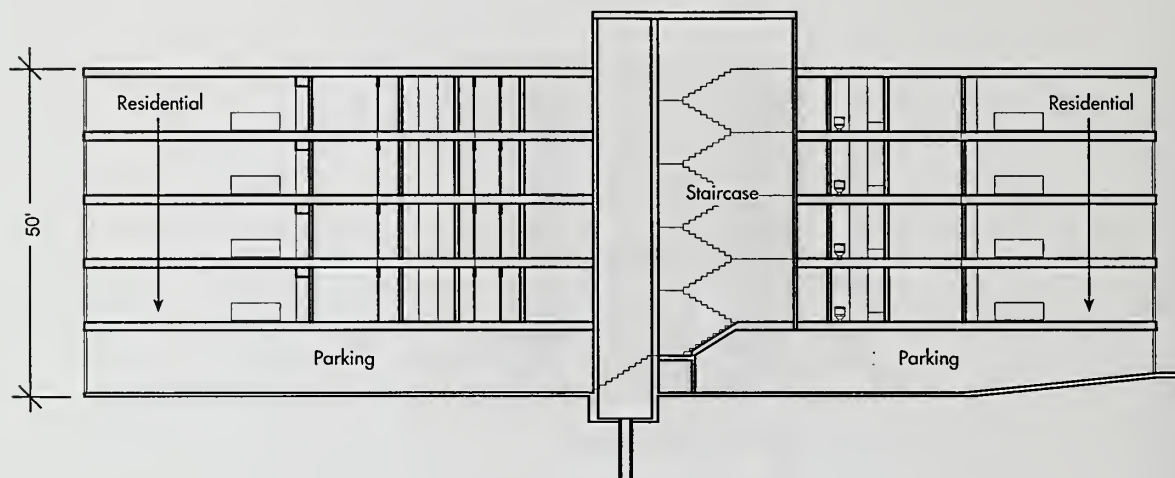


Natoma Street (North) Elevation

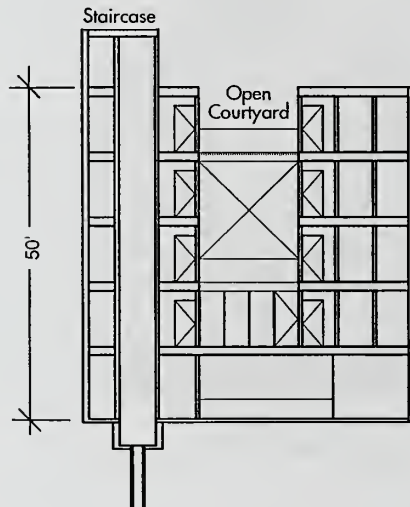
0 20 ft (APPROXIMATE)

Source: Stanley Saitowitz/Natoma Architects Inc.

Proposed Project Elevations Figure 5



North-South Section

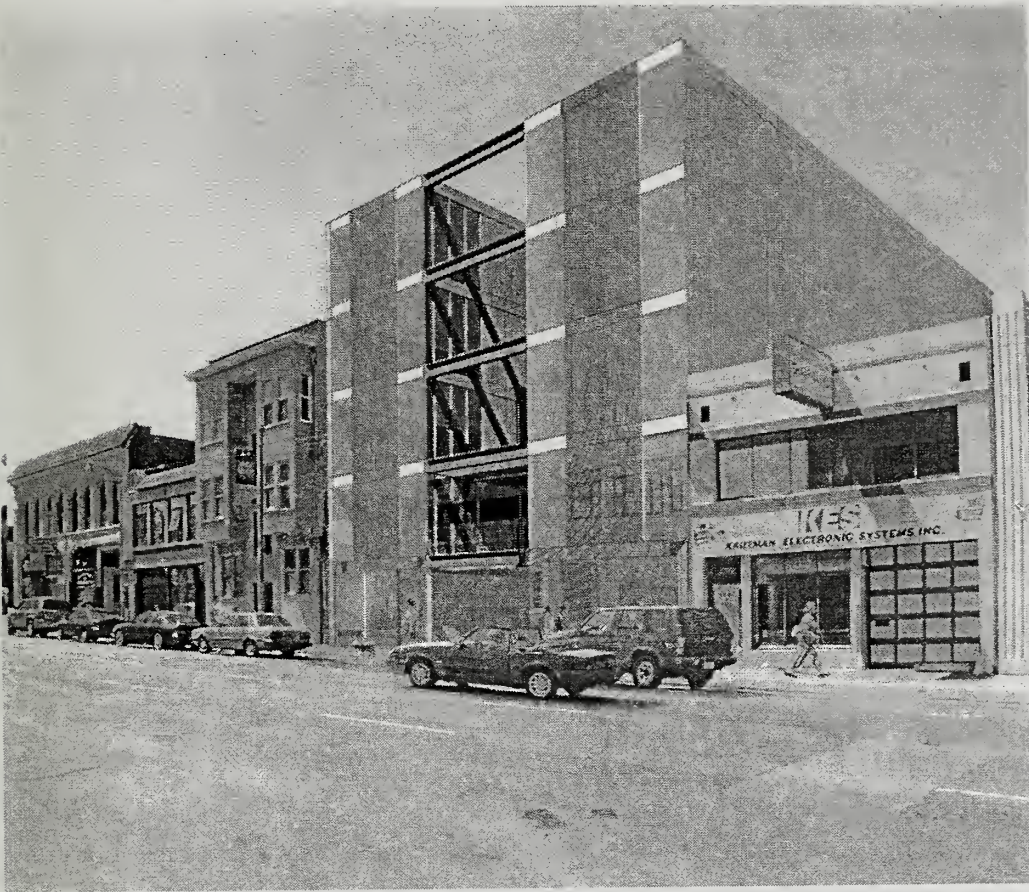


East-West Section

0 20 ft (APPROXIMATE)

Source: Stanley Saitowitz/Natoma Architects Inc.

Proposed Project Sections Figure 6



View with Proposed Project

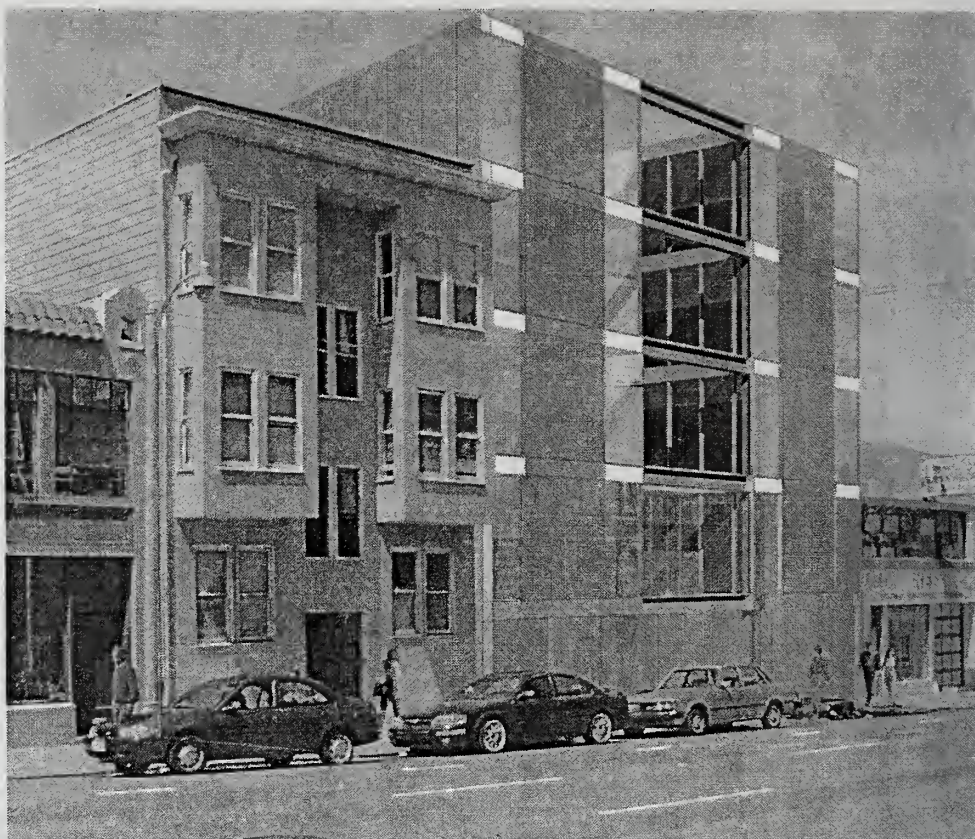


Existing View

Source: Stanley Saitowitz/Natoma Architects, Inc.

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Project Perspective A Figure 7



View with Proposed Project

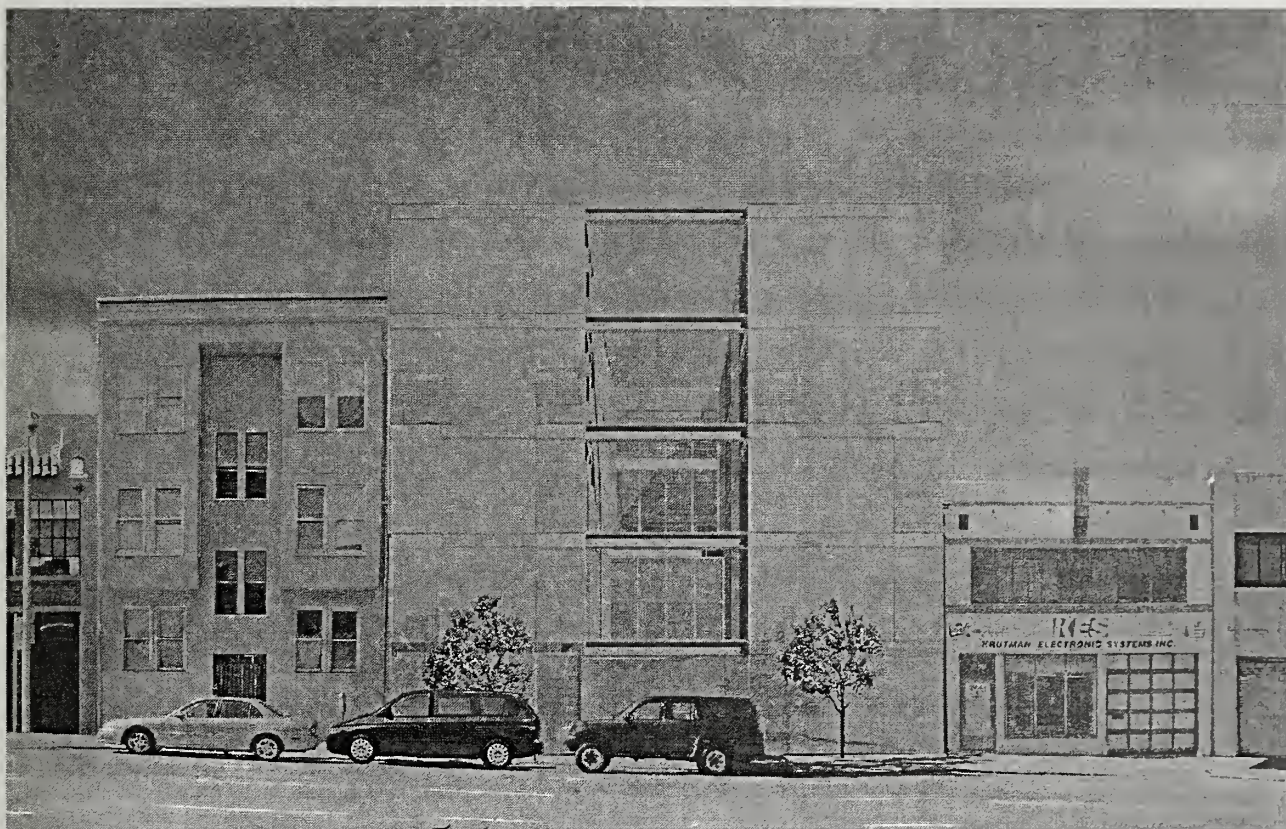


Existing View

Source: Stanley Saitowitz/Natoma Architects, Inc.

6-23-04

Project Perspective B Figure 8



Source: Stanley Saitowitz/Natoma Architects, Inc.

Project Perspective C Figure 9

The size of the units would range from 480 square feet to 670 square feet for studios, from 810 square feet to 930 square feet for one-bedroom units, and from 1,050 to 1,500 square feet for two-bedroom units.

The frontage on Howard Street is 50 feet. Pedestrian access would be from both Howard and Natoma Streets, on the south and north sides of the building, respectively. Vehicular ingress to the parking garage would be from Howard Street, and vehicular egress would be onto Natoma Street. The 18-space garage would also contain two bicycle spaces. Loading would occur on Natoma Street. There would be no excavation and the building's foundation would be concrete slab matting.

D. PROJECT APPROVAL REQUIREMENTS

This EIR will undergo a public comment period as noted on the cover of this report, including a public hearing before the Planning Commission on the Draft EIR. Following the public comment period, responses to written and oral comments will be prepared and published in a Draft Summary of Comments and Responses, presented to the Planning Commission for certification as to accuracy, objectivity, and completeness. No approvals or permits may be issued before the Final EIR is certified by the Planning Commission.

The *San Francisco Planning Code*, which incorporates by reference the City's Zoning Maps, governs permitted uses, densities, and the configuration of buildings within San Francisco. Permits to construct new buildings (or to alter or demolish existing ones) may not be issued unless either the proposed project conforms to the *Code*, or an exception is granted pursuant to provisions of the *Code*. The proposed project would not require exceptions to the *Code*.

Environmental plans and policies are those, like the *Bay Area Air Quality Plan*, which directly address physical environmental issues and/or contain targets or standards which must be met in order to preserve or improve characteristics of the City's physical environment. The proposed project would not obviously or substantially conflict with any such adopted environmental plan or policy.

In November 1986, the voters of San Francisco approved *Proposition M, the Accountable Planning Initiative*, which added Section 101.1 to the *San Francisco Planning Code* to establish eight Priority

Policies. These policies are: preservation and enhancement of neighborhood-serving retail uses; protection of neighborhood character; preservation and enhancement of affordable housing; discouragement of commuter automobiles; protection of industrial and service land uses from commercial office development and enhancement of resident employment and business ownership; maximization of earthquake preparedness; landmark and historic building preservation; and protection of open space. Prior to issuing a permit for any project which requires an Initial Study under CEQA; prior to issuing a permit for any demolition, conversion, or change of use; and prior to taking any action which requires a finding of consistency with the *General Plan*, the City is required to find that the proposed project or legislation is consistent with the Priority Policies.

The case report and approval motions for the proposed project will contain the analysis determining whether the proposed project is consistent with the Priority Policies.

In late 2001, the Planning Commission directed the Planning Department to initiate the Eastern Neighborhoods community planning process. The purpose of this process was to address the broad range of issues involved in formulating permanent controls on the City's last remaining industrially zoned lands and its surrounding residential and commercial neighborhoods. The community process purpose was to work collaboratively with the neighborhoods in the vicinity of these industrially zoned land to develop rezoning proposals that achieve both neighborhood and citywide land use goals. In early 2002 the Planning Department initiated a series of what became four to seven public workshops per neighborhood. Through the year-long process of public workshops, participants grappled with how the area's industrially zoned land should be used in the future. One of the goals of this process was to develop a new set of zoning regulations for the broader South of Market District, including the project site. In February 2003, the Planning Department published the *Community Planning in the Eastern Neighborhoods, Rezoning Options Workbook – First Draft*. Three rezoning options for housing in industrially zoned land are presented for each area: (A) Low Housing Option, (B) Moderate Housing Option, and (C) High Housing Option. In options (A) and (B) proposed zoning alternatives, the project site is located in the "Residential/Commercial" zoning district, which is a district that promotes a mix of residential and some commercial uses to allow a great deal of flexibility to project sponsors. Its goal would be the development of creative mixed-use projects at a potentially larger scale than in other mixed use districts. In option (C) proposed zoning alternative, the project is located in the "Neighborhood

Commercial Transit" zoning district, which aims to maximize residential and commercial uses on major transit streets. By building on existing transit corridors, this zoning can encourage public transit while reducing dependence on cars and the need for parking. Ground floor commercial is required in this district. The proposed project would meet all the objectives of all the A and B proposed zoning options, and not meet all the objectives of Option C as no ground floor retail/commercial space is proposed. The Planning Commission's consideration of the options for each neighborhood can refine these options or develop new ones using ideas presented in the overall spectrum of options. Ultimately, the main options for each neighborhood will be forged into a proposed rezoning for the Eastern Neighborhoods, a comprehensive effort consistent with the San Francisco *General Plan*. The adopted option would revise the existing *Planning Code*. However, at this time, it is not known whether the project site or its vicinity will undergo any change in zoning as a result of the community-based planning process. Therefore, this EIR must evaluate the proposed project in terms of its relationships to the existing zoning controls and in terms of its potential impact on the existing environmental setting.

III. ENVIRONMENTAL SETTING AND IMPACTS

An application for environmental evaluation for the 1234 Howard Street project was filed on April 15, 2003. On the basis of an Initial Study published on June 21, 2003, the San Francisco Planning Department determined that an Environmental Impact Report (EIR) is required for the project. The Initial Study determined that physical environmental effects related to land use, visual quality and glare, population and housing, transportation, air quality/climate, noise, utilities/public services, biology, geology/topography, water, energy/natural resources, hazards, and archaeological resources are not significant impacts, and hence, require no further discussion. (See Chapter IX, Appendix A, for the Initial Study.) Therefore, the EIR does not further analyze these issues. On the basis of the Initial Study, project-specific effects that relate to historic architectural resources have been determined to be potentially significant, and are analyzed in this EIR. In addition, this EIR includes a discussion of land use for informational purposes.

A. LAND USE, ZONING, AND GENERAL PLAN CONSISTENCY

The Initial Study concluded that the proposed project would not have significant adverse land use impacts (for further information, see Appendix A, page A-8). Land use information is included in the EIR for informational purposes and to orient the reader.

Setting

LAND USE

The project site is located within the South of Market Area of the City. The existing building on the site is approximately 8,250 gross square feet and has been vacant for approximately two years. The most recent use at the project site was a furniture manufacturer, and previous uses on the project site include a sheet metal business, a poster storage facility, and a garment factory.

The area surrounding the project site consists of a mix of light industrial, office, retail, and residential buildings that generally range from one to five stories, with heights of about 15 to 50 feet. On Howard Street, a three-story residential and a two-story light-industrial building are directly adjacent to the

project site to the west and east, respectively. On Natoma Street, a three-story and a two-story residential building are directly adjacent to the project site. A five-story residential building is located on the southwest corner of Natoma and Eighth Streets. There are two other five-story residential buildings nearby; one directly across Howard Street, and the other was recently constructed at the northeast corner of Howard and Eighth Streets.

PLANS

The General Plan and Downtown Plan

The project site is within the part of San Francisco covered by the Downtown Plan, an Area Plan of the *San Francisco General Plan*. The Downtown Plan is the policy document that guides most growth and development in San Francisco's downtown. Centered on Market Street, the plan covers an area roughly bounded by Van Ness Avenue on the west, The Embarcadero on the east, Folsom Street on the south, and Washington Street on the north. The plan contains a number of objectives and policies that address the following issues: provision of space for commerce, retail, housing, and open space; preservation of the past; urban form; movement to, from, and within the downtown area; and seismic safety.

Some key objectives and policies of the *General Plan* relevant to the proposed project are noted here; others may be addressed during consideration of project approval.

Downtown Plan Objectives and Policies

- Objective 7, to "Expand the supply of housing in and adjacent to downtown."
- Objective 7, Policy 2, to "Facilitate conversion of underused industrial and commercial areas to residential use."
- Objective 12, Policy 3, to "Design new buildings to respect the character of older development nearby."
- Objective 13, Policy 4, to "relate the height of buildings to important attributes of the City pattern and to the height and character of existing and proposed development."
- Objective 15, Policy 1, to "ensure the new facades relate harmoniously with nearby facade patterns."
- Objective 16, Policy 4, to "use designs and materials and include activities at the ground floor to create pedestrian interest."

Commerce and Industry Element

- Objective 1, Policy 1, to "encourage development which provides substantial net benefits and minimizes undesirable consequences. Discourage development which has substantial undesirable consequences that cannot be mitigated."
- Objective 3, to "provide expanded employment opportunities for City residents, particularly the unemployed and economically disadvantaged."

Urban Design Element

- Objective 3, Policy 1, to "promote harmony in the visual relationships and transitions between new and older buildings."
- Policy 2, to "avoid extreme contrasts in color, shape and other characteristics which will cause new buildings to stand out in excess of their public importance."
- Policy 5, to "relate the height of buildings to important attributes of the city pattern and to the height and character of existing development."
- Policy 6, to "relate the bulk of buildings to the prevailing scale of development to avoid an overwhelming or dominating appearance in new construction."

Environmental Protection Element

- Objective 1, Policy 4, to "assure that all new development meets strict environmental quality standards and recognizes human needs."
- Objective 14, to "promote effective energy management practices to maintain the economic vitality of commerce and industry."
- Objective 14, Policy 1, to "increase the energy efficiency of existing commercial and industrial buildings through cost-effective energy management measures."

Transportation Element

- Policy 30.1, to "assure that new or enlarged parking facilities meet need, locational and design criteria."

ZONING

Current Zoning

The project site and the majority of the properties within the project block are in the SLR (Service/Light Industrial/Residential) zoning district. Approximately two blocks to the north is the C-M (Heavy

Commercial) zoning district and further to the north is the C-3-G (Downtown General Commercial) zoning district.

Section 816 of the San Francisco Planning Code describes the SLR District in the following manner:

"The Service/Light Industrial/Residential (SLR) Mixed Use District is designed to maintain and facilitate the growth and expansion of small-scale light industrial, home and business service, wholesale distribution, arts production and performance/exhibition activities, live/work use, general commercial and neighborhood-serving retail and personal service activities while protecting existing housing and encouraging the development of housing and live/work space at a scale and density compatible with the existing neighborhood.

"Housing and live/work units are encouraged over ground floor commercial/service/light industrial activity. New residential or mixed use developments are encouraged to provide as much mixed-income rental housing as possible. Existing group housing and dwelling units would be protected from demolition or conversion to nonresidential use by requiring conditional use review.

"General office, hotels, nighttime entertainment, movie theaters, adult entertainment and heavy industrial uses are not permitted."

The proposed residential use is a principally permitted use in the SLR zoning district. The project site, and properties to the south, east, and west, are in a 50-X Height and Bulk District, which allows development up to a maximum height of 50 feet, but does not establish bulk limits. Properties further to the north are within a 150-S district with the height limit increasing approaching Market Street. The proposed project conforms to the provision of the San Francisco *Planning Code* for the 50-X height and bulk district, which permits construction to a height of 50 feet.

The project would also conform to Section 135 of the *Planning Code*, which requires 60 square feet of open space for each private residential unit and 80 square feet of open space if common. The proposed 18 parking spaces would satisfy the requirements of Section 151 of the *Planning Code*, Table 151, which requires one parking space for every dwelling unit. The proposed project would provide one handicap parking space, pursuant to Section 155 of the *Planning Code*. No loading spaces would be required under Section 152 of the *Planning Code*.

Recent Zoning Control Changes and the Eastern Neighborhoods Community Planning Process

In recent years, the project vicinity has undergone several changes in zoning controls, including the following:

1. On August 5, 1999, the Planning Commission adopted Resolution No. 14861, imposing interim zoning controls establishing an Industrial Protection Zone (IPZ), a Mixed-Use Housing Zone (MUHZ), and a Buffer Zone. The project site is located in the former MUHZ where residential (and live/work) uses were encouraged with an emphasis on maximizing housing development opportunity.
2. On November 2, 2000, the Planning Commission extended for a period of nine months the interim zoning controls.
3. On August 5, 2001, the Planning Commission adopted Resolution No. 16079 which established a policy that encourages mixed-use housing development in former MUHZs, especially proposals for housing that maximize the allowable densities and affordable standards. The proposed project would conform to the policy set forth in adopted Resolution No. 16079.
4. As noted on page 27, in late 2001, the Planning Commission directed the Planning Department to initiate the Eastern Neighborhoods community planning process. In early 2002, the Planning Department initiated a series of what became four to seven public workshops per neighborhood. In February 2003, the Planning Department published the *Community Planning in the Eastern Neighborhoods, Rezoning Options Workbook – First Draft*. Three rezoning options for housing in industrially zoned land are presented for each area: (A) Low Housing Option, (B) Moderate Housing Option, and (C) High Housing Option. The proposed project would meet all the objectives of the A and B proposed zoning options, and would not meet all the objectives of Option C as no ground floor retail/commercial space is proposed. Ultimately, the main options for each neighborhood will be forged into a proposed rezoning for the Eastern Neighborhoods, a comprehensive effort consistent with the *San Francisco General Plan*. At this time, it is not known whether the project site or its vicinity will undergo any change in zoning as a result of the community-based planning process.

5. In spring of 2004, the western South Of Market Area neighborhoods, including 1234 Howard Street, was removed by the Planning Commission from subsequent review processes for the other Eastern Neighborhoods.

B. HISTORIC ARCHITECTURAL RESOURCES ¹

This section discusses project impacts to historic architectural resources. Other cultural resources impacts related to archaeological and paleontological resources were found to be less than significant in the Initial Study (Appendix A) and, therefore are not analyzed in this EIR.²

The assessment of project impacts on historic architectural resources analyzes whether the project site is an historic architectural resource or contains historic architectural resources, and if the site were to contain historical resources, a determination is made as to the extent the proposed project would cause a substantial adverse change to the resource.

Setting

This section presents information on the history, architecture, and significance of the existing building on the project site, the Guilfooy Cornice Works Building, 1234 Howard Street, constructed in 1924.

HISTORY OF THE PROJECT VICINITY

The project site is in the South of Market Area, the boundaries of which are usually considered to be Market Street to the north, Third Street to the east, King Street to the south and Eleventh Street to the west. Prior to major landfill operations that took place during the last quarter of the nineteenth century, the project site was within a couple of blocks from Mission Creek and its poor soil conditions. Due to the soil conditions and relative proximity to downtown, the South of Market became a mixed-use area

¹ Much of the information in this section is from: McGrew/Architecture, Historic Architecture consultants, *Historic Resource Evaluation Report 1234 Howard Street, Case No. 2202.0954E, December 5, 2003*. This report is available for review by appointment in File Number 2002.0954E at the Planning Department, 1660 Mission Street, Fifth Floor, San Francisco.

² For purposes of this report, the term "historic architectural resources" is synonymous with "historic resources" under *CEQA Guidelines*, Section 15064.5. The former term is used here to exclude archaeological resources.

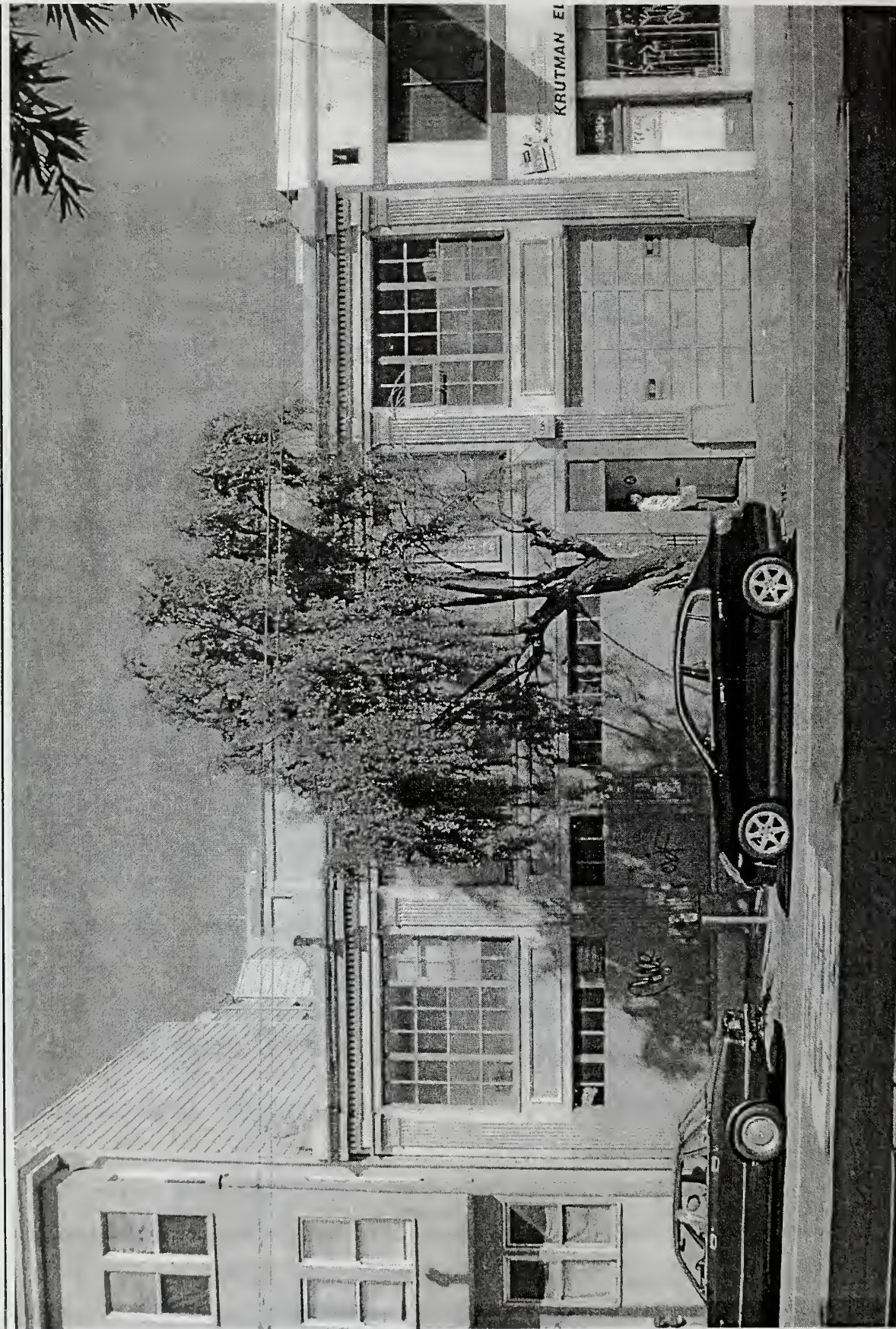
that contained industrial and working-class residential properties. The 1906 earthquake and fire destroyed the Victorian-era South of Market structures. Following that catastrophe, the area was reconstructed almost exclusively as a light- industrial district, and was officially recognized as such with the zoning laws of 1921.

The San Francisco Water Department's Historic Tap Records indicate the first use of the site dates from a connection made on June 18, 1874, but the rest of the information on this record is indecipherable. The 1894 *San Francisco Block Book* is the earliest document to shed light on the land ownership and use of the project site. At that time, the majority of the Howard Street frontage between Eighth and Ninth Streets was residential in character, with two- and-three-story multi-family flats interspersed among smaller workingmen's cottages. What is now the project site contained a multi-unit building on the Howard Street frontage and two private dwellings facing onto Natoma.

The context of the subject property, including the entire 1200 block of Howard Street, may be viewed as a neighborhood in transition. The existing buildings range in size from two to five stories, and date from 1906 through the 1990s. A 1990 zoning change from Downtown Support Services (C-3-S) to Service/Light Industrial/Residential Mixed Use (SLR) encouraged substantial new residential construction in this area that has resulted in considerable change to the context of the 1234 Howard Street building. Since 1985, 44 percent of the block bounded by Howard, Ninth, Natoma and Eighth Streets has been demolished and rebuilt, including a large, suburban-style service station/fast food restaurant/coffee shop/car wash that has replaced the entire western end of the block (1998-99), and three new five-story residential structures: 741 Natoma (1997), 747 Natoma (1995) and 705 Natoma Street (1994).

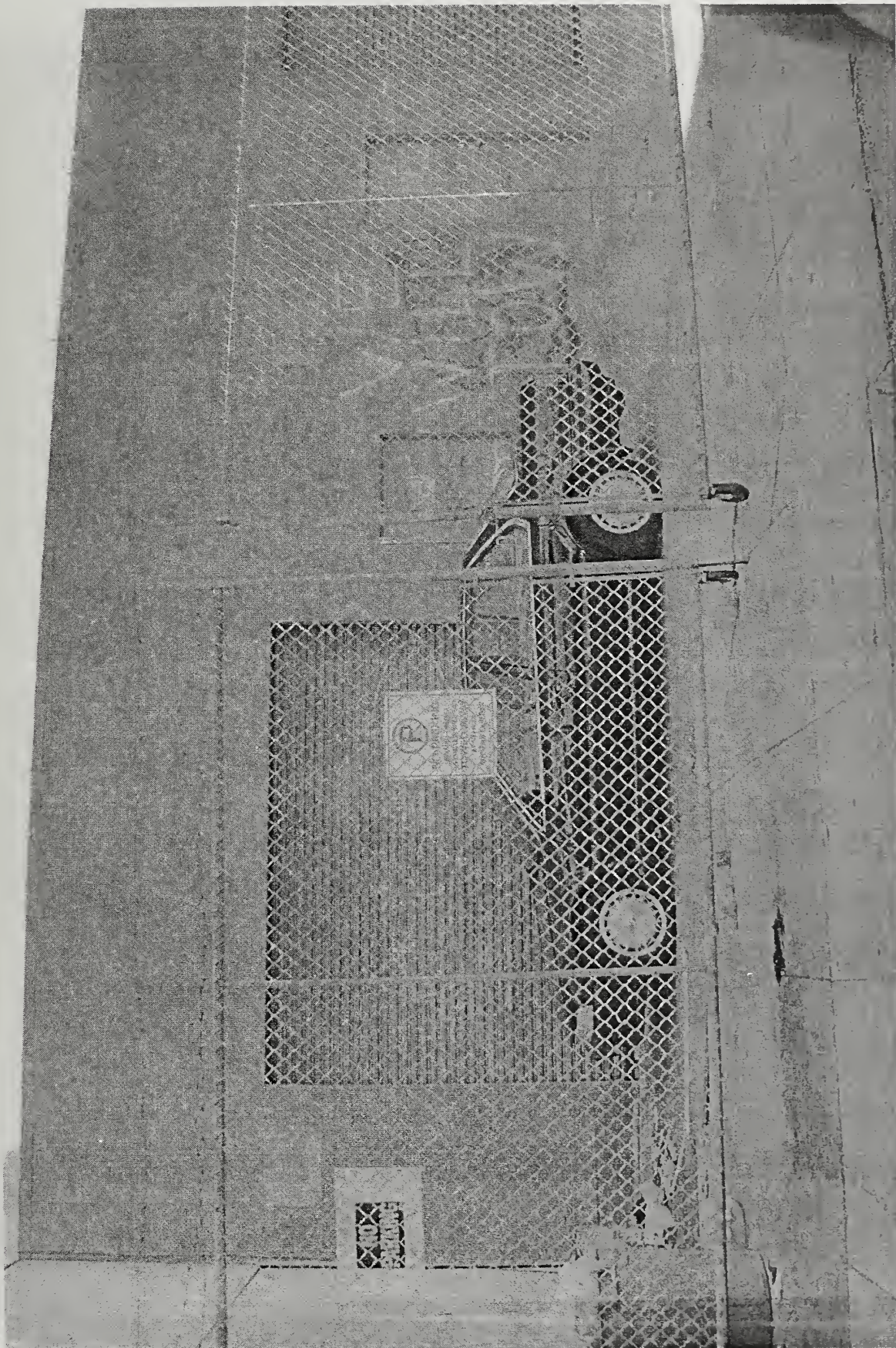
THE 1234 HOWARD STREET BUILDING

James Guilfooy (c. 1867-1955) purchased the southwest quarter of the site in 1909 and began to assemble the property for the construction of a building for the Guilfooy Cornice Works, a fabricator of architectural sheet metal. The original 50-foot by 165-foot one-story with mezzanine building on the 1234 Howard Street site was built in 1924, and Guilfooy Cornice Works occupied the building from 1924 to 1985 (Figure 10, page 36). The current Natoma Street facade was built in 1985 when 17 feet of the rear of the original building was demolished (Figure 11, page 37).



Source: McGrew/Architects

Existing Building Howard Street Facade Figure 10



Source: McGraw/Architects

Existing Building, Natoma Street Facade Figure 11

In addition to the sheet metal business, other uses on the project site have included a poster storage facility and a garment factory, with the most recent use being a furniture manufacturer. The building is currently vacant.

The original 50-foot by 165-foot building was designed as one story plus mezzanine for an office and shop, a typical arrangement for light industrial use. It is an Industrial-style building that emphasizes the structural frame and the multi-paned industrial sash infill.

Building Exterior

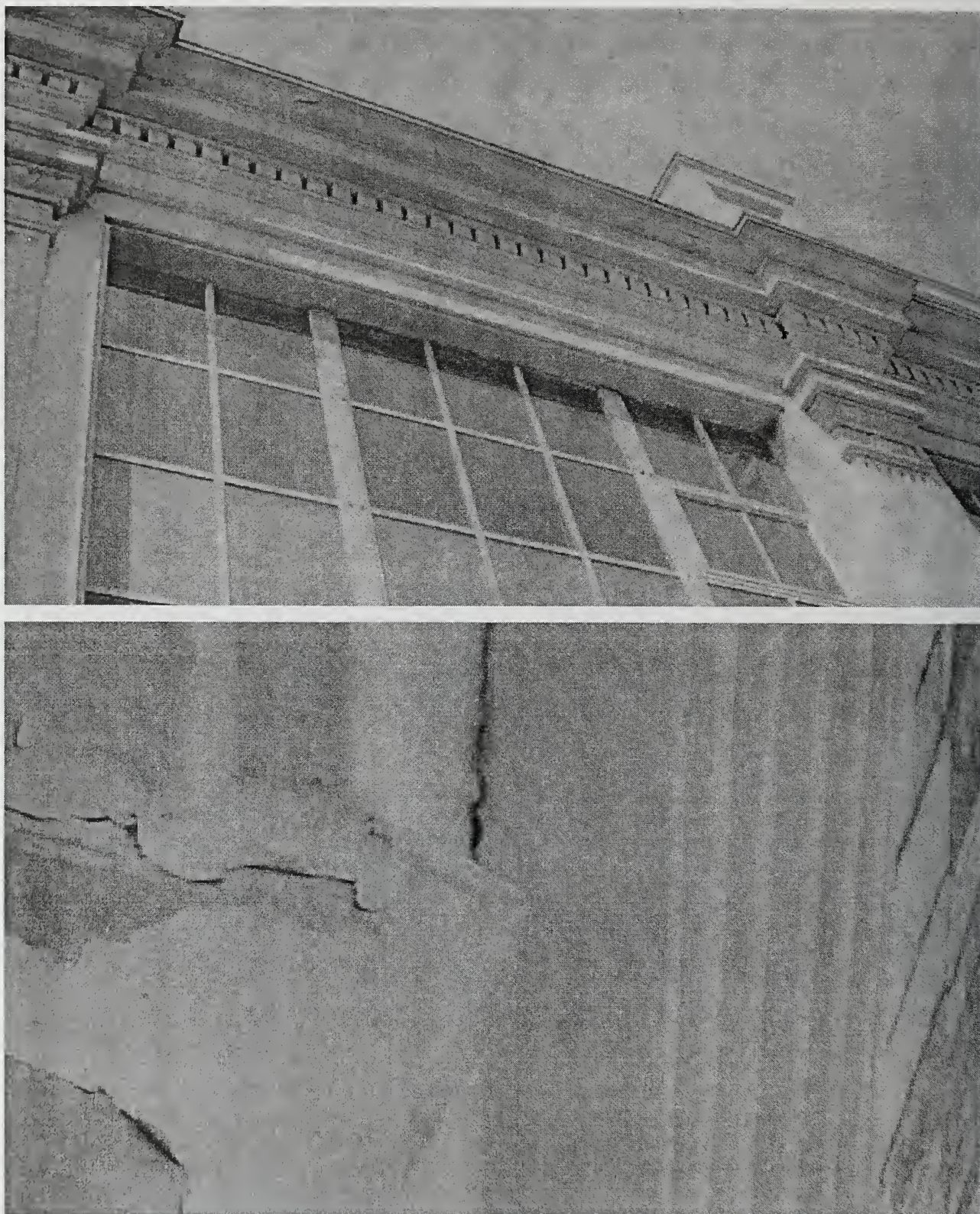
The 1234 Howard Street building's principal facades face onto Howard Street and Natoma Street. The Howard Street elevation is two stories tall with a wood frame facade, clad with stamped sheet metal detailing that represents a stripped classicism and is nailed to the wood frame. The facade is three bays wide, with full-height fluted sheet metal pilasters decorating the columns that separate the bays. The pilasters are gratuitous decoration since they support nothing. The pilaster capitals are variants of the Tuscan style featuring a plain abacus, egg-and-dart enriched ovolo molding, and a neck embellished with a central rosette. The pilasters rest upon a concrete plinth. The central bay is wider than the end bays and is further sub-divided into three parts by smaller stamped sheet-metal clad column covers which feature urns and arabesques in low relief (Figure 12, page 39). The upper photograph in Figure 12 depicts the front elevation of the building on Howard Street, showing two (non-original) entrance doors. The lower photograph in Figure 12 depicts the building's structural grid and industrial window infill, with sheet metal decoration in a state of decay. Surmounting the facade is a continuous cornice which projects slightly over each pilaster and features dentil and egg-and-dart moldings (Figure 13, page 40). Transitional scrolls flank a parapet at the central bay. Stylized urns terminate the two end pilasters.

Contrasting with the classically derived ornamentation that covers the wood frame are the steel sash industrial windows that completely in-fill the structural bays. Solid spandrel panels separate the first and second floors. The second floor end bay glazing is sub-divided into three parts, symmetric eight-light glazed openings that flank a 12-lite center panel. All are fixed glass except for awning panels in the second row of lights from the top. The end bays in this group are composed of 12-lite windows, while the center bay window is 16 lights.



Source: McGrew/Architects

Existing Building, Facade Detail Figure 12



Source: McGrew/Architects

Existing Building, Cornice, Windows, and Pilaster Figure 13

The spandrels separating the first and second floors feature slightly recessed panels decorated with acanthus leaf molding. While the two end panels contain no signage, the center panel once contained signage that read "Guilfooy Cornice Works" as indicated by the outline of these letters that remain. The first floor facade is similar to the second, except at the east end. A paneled residential overhead garage door fills the eastern end bay. A man-door fills the eastern panel of the center bay. While this appears to be the original entry door location, the existing doors are not original. The 24-inch-tall base of the glazed bays is reinforced concrete, clad in painted cement plaster. Currently, plywood covers most of the first floor windows.

The stamped sheet metal facing is nailed to the wood frame that has deteriorated over the years. While sheet metal ornamentation was widely used for interior decoration, including ceiling and walls and occasionally cornices to reduce weight, it is not a robust form of construction. The thinness of the metal makes soldering difficult and attempts to repair the leaks in the facade have been ineffective (Figure 14, page 42).

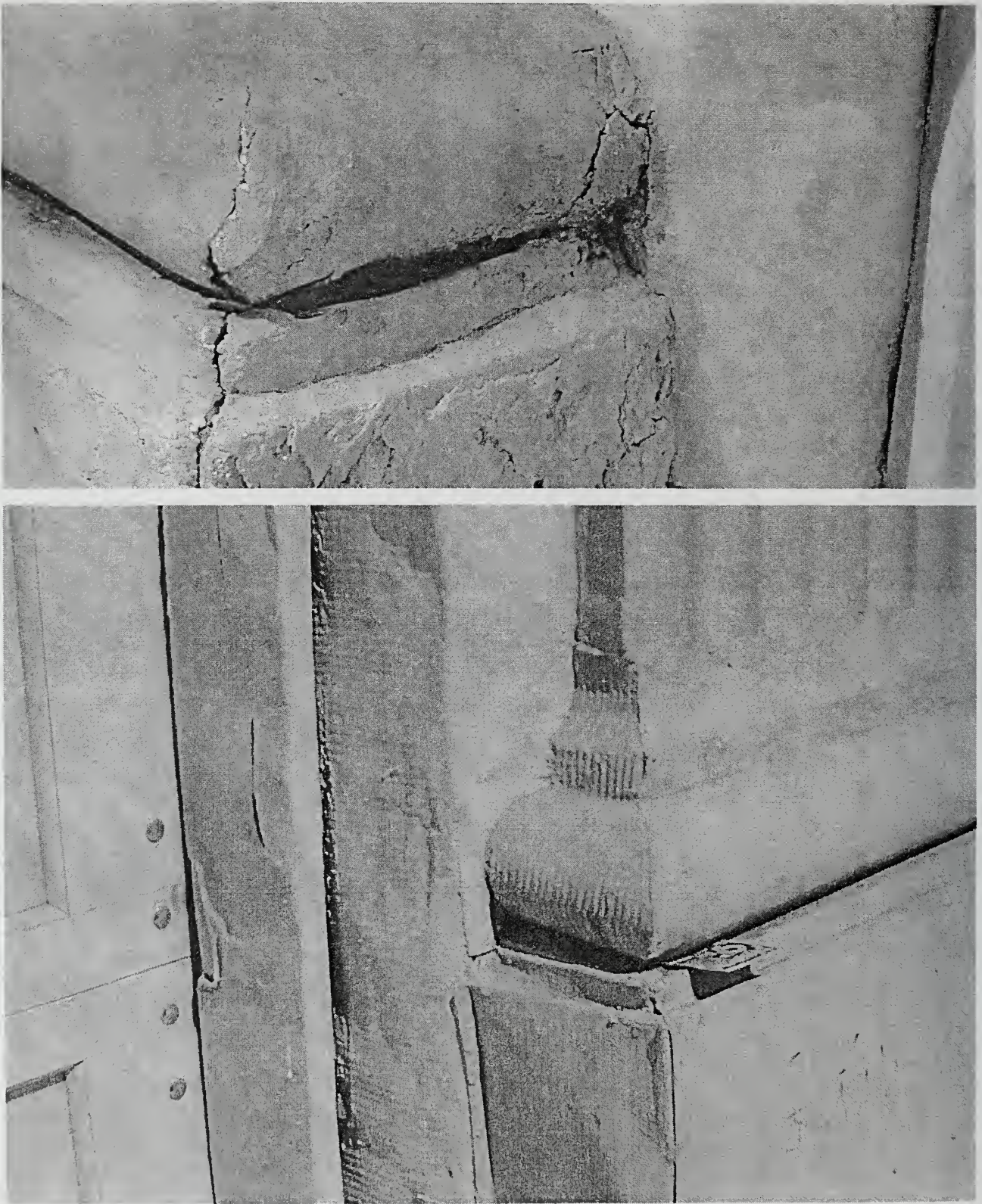
The Natoma Street facade is one story in expression, although about 18 feet in height. It is the result of a 1985 alteration that removed the rear 17 feet (nearly ten percent) of the original structure. This recent elevation is faced with cement plaster and unadorned. Four openings penetrate the wall: two rolling metal vehicular doors centered symmetrically around two man-doors.

Building Interior

The 1234 Howard Street building is essentially a tall one-story volume that functioned originally as the sheet metal fabrication shop. However, the Howard Street frontage reflects a two-story interior that extends to a depth of about fifteen feet. The lower level is currently configured as it was developed under the 1985 permit for alternations. No original finishes survive in the two floors of office space, and the shop space has been largely covered with contemporary materials.

POLICY AND REGULATORY FRAMEWORK

The evaluation of properties for potential impacts to "historical resources" under the California Environmental Quality Act (CEQA) is a two-step process; the first step is to determine whether the



Source: McGrew/Architects

Existing Building, Base of Pilasters Figure 14

property is an "historical resource" as defined in Section 15064.5(a)(3) of CEQA, and if it is an "historical resource," the second is to evaluate whether the action or project proposed by the sponsor would cause a "substantial adverse change" to the "historical resource."

In order to make the determination that a property may be an historical resource, the City of San Francisco has organized some twenty-seven ratings systems into three major categories that classify properties based on their evaluation and inclusion in specified registers or surveys (Category A is divided into two sub-categories):

- *Category A.1 - Historical Resources.* Properties formally listed on or determined to be eligible for listing on the California Register of Historical Resources (California Register).^{3,4} These properties are historical resources.
- *Category A.2 - Adopted Local Registers, and Properties That Have Been Determined to Appear or May Become Eligible, for the California Register.* These resources are presumed to be historical resources for purposes of CEQA unless the preponderance of the evidence demonstrates that the resource is not historically or culturally significant.
- *Category B - Properties Requiring Further Consultation and Review.* Properties that do not meet the criteria for listing Categories A.1 or A.2, but for which the City has information indicating that further consultation and review will be required for evaluation whether a property is an historical resource for the purposes of CEQA.
- *Category C - Properties Determined Not To Be Historical Resources or Properties For Which The City Has No Information Indicating that the Property is an Historical Resource.* Properties which have been affirmatively determined not be historical resources, properties less than 50 years of age, and properties for which the City has no information indicating that the property qualifies as an historical resource.

³ The California Register of Historical Resources is a list of significant architectural and historical resources in California. In essence, the criteria used by the California Register are the same as those used by the National Register although some modifications have been made for resources significant within California. Resources that are formally listed in or determined to be eligible for the National Register are automatically listed in the California Register.

⁴ On July 16, 2003, a telephone conversation between McGrew/Architecture, Historic Architecture consultants and Elizabeth Black at the California Historic Resource Information System (CHRIS) headquarters in Sonoma, confirmed that the Guilfoyle Cornice Works Building, 1234 Howard Street has not been determined eligible for listing on the California Register, either individually, or as a contributor to an historic district.

Category A.2 references eight registries/surveys that contain buildings presumed to be historical resources. The Guilfoyle Cornice Works Building, 1234 Howard Street, was surveyed in one of the eight Category A.2 surveys: Article 11 of the *Planning Code* (Category I, II, III, and IV Building); and two of the Category B surveys: (1) the 1976 *Architectural Survey (properties 50 years old or more)*, and (2) surveys conducted by The Foundation for San Francisco's Architectural Heritage (SF Heritage) of the downtown (properties 50 years old or more).

Downtown Preservation Buildings Article 11

Article 11 of the *Planning Code* is an adopted local register of historic resources in the downtown zoning district, for purposes of CEQA. Under Article 11, Category III and IV buildings are defined as "Contributory Buildings," and are presumed to be historical resources. The 1234 Howard Street building was designated as a Category III Contributory Building in this survey with a cumulative score of 46 points out of a possible 90. This resulted in the building's value as of "individual importance"; a score of 44 would have resulted in the building's importance being "contextual" rather than "individual." While Category III Contributory buildings are judged to be of individual importance, they do not merit an architectural rating of "Excellent." Instead, Category III buildings are rated either "Very Good" in architectural design or "Excellent" or "Very Good" in relationship to the environment. Analysis of the rating sheet indicates that this structure received its highest ratings because of its context – the building's architectural value was secondary.

San Francisco Heritage Surveys

Heritage has completed a number of surveys in selected areas of the city that provide information but do not qualify as adopted local registers for purposes of CEQA. Additional research may be required to determine whether properties included in Heritage surveys qualify as "historical resources." It should be noted that many of the properties surveyed and rated by Heritage appear in other surveys and inventories, and may be considered as historical resources by CEQA on the basis of other evaluations.

Heritage is the city's oldest preservation non-profit organization dedicated to increasing awareness and preservation of San Francisco's architectural heritage. Heritage's 1978 Downtown Survey was published in book form as *Splendid Survivors*, and became the basis for *Planning Code* Article 11. The survey's ratings, ranging from D (minor or no importance) to A (highest importance) were converted into

Categories V through I respectively, and incorporated into the *San Francisco Planning Code*. During the 1980s, the original survey was expanded to include areas peripheral to the downtown, such as the South of Market Area. The 1234 Howard Street building was not included in *Splendid Survivors*, but the extended survey included the building and gave it a rating of "B." According to the ratings methodology used by Heritage, a "B" rating refers to "Buildings that are of individual importance by virtue of architectural and environmental criteria. These buildings tend to stand out for their overall quality rather than for any particular outstanding characteristic. Heritage believes that "B"-rated buildings appear eligible for the National Register of Historic Places, and [should be] of secondary priority for City Landmark status." However, these buildings have not been actually listed on the California Register, and are not included in the Landmarks Board's work program for designation.

According to the evaluation sheet prepared for the building, its highest score ("Excellent") was for its Integrity. Ratings for Style, Construction, Continuity, and Age were "Very Good," while Design was "Good." Since that time, the building's physical condition (particularly the sheet metal decoration) has deteriorated, implying a loss of integrity, and demolitions on the project block have affected the historical context (Continuity). Additional research has uncovered the name of the building's architect, Mel Schwartz, but this would not substantially increase the building's evaluation, as Mr. Schwartz' work is not of particular significance. The Heritage survey has not been formally adopted by the City and County of San Francisco, however, guidelines recently issued by the Planning Department (*CEQA Review Procedures for Historic Resources*), indicate that properties with Heritage ratings of A, B or C are properties that are "strongly presumed to be historical resources."

1976 Architectural Survey

This survey was an visual exploration of the city to obtain basic architectural information. The aim of the survey was to identify and rate, on a scale of -2 (detrimental) to +5 (extraordinary), all *significant* buildings and structures. No background research was performed and the potential historical significance was not considered when assigning a rating. Buildings rated 3 or higher represent approximately the 'best' 2 percent of the city's architecture. Summary ratings of 0 to 2 are generally interpreted to mean that the property has some contextual importance. The 1234 Howard Street building was assigned an overall rating of "2," indicating that it was of contextual significance. As with the Heritage survey discussed above, demolitions on the block would reflect a loss of continuity. The 1976

Architectural Survey has come under increasing scrutiny over the past decade due to the fact that it has not been updated in over twenty-five years and that historical significance was not taken into account. In addition, the survey has not been officially recognized as a local register of historic resources because it was never formally adopted by the San Francisco Planning Commission; as such, City or other agencies no longer rely upon the *1976 Architectural Survey*.

EVALUATION OF THE 1234 HOWARD STREET BUILDING

The California Environmental Quality Act allows the City of San Francisco, as the lead agency, to may make a determination that a property is historically significant, if the resource meets the criteria for listing on the California Register (CEQA Section 21084.1 and CEQA Guidelines 15064.5)

The California Register criteria are used to evaluate the quality of significance in California history, architecture, archeology, engineering and culture that may be present in districts, sites, buildings, structures and objects. If the evaluation indicates that a resource is present, it must then be examined to determine if it possess integrity of location, design, setting, materials, workmanship, feeling and association. The four criteria are defined as follows:

- Criterion 1 (Event): Buildings that are associated with events that have made a significant contribution to the broad patterns of local or regional history, or the cultural heritage of California or the United States;
- Criterion 2 (Person): Buildings that are associated with the lives of persons important to local, California, or national history;
- Criterion 3 (Architecture): Buildings that embody the distinctive characteristics of a type, period, region, or method of construction, or represents the work of a master, or possesses high artistic values;
- Criterion 4 (Information Potential): Buildings or sites that have yielded or have the potential to yield information important to the prehistory or history of the local area, California or the nation.

A building must also have integrity to be eligible for the California Register. Specifically, historical resources must meet one of the criteria of significance described above and retain enough of their historic character or appearance to be recognizable as historical resources and to convey the reason for their significance.

Criterion 1 (Events/Patterns)

The guidelines used to nominate a building to the California and/or National Register indicate that properties that retain "feeling and association" exist if the place where the event or activity occurred is sufficiently intact to convey the relationship to a casual observer. This is not the case with this property. "Association" here means the direct link between an important historic activity and an historic property, based upon the significance and essential physical features. The distinguishing characteristics that relate this building to its historic pattern of development activity are the structural frame in glass infill (the structural form of columns and beams filled with large industrial windows), both are generic and typical to the neighborhood. For a building to be associated with a particular pattern of events, the property must have an *important association* with a particular historic activity or pattern, and it must retain its historic integrity. Mere association with the activity is not enough in and of itself to qualify under Criterion A; the property's specific association must be considered *important* as well. For example, for a building to be an important example of the post-WWI reconstruction period, it must be shown to be important in post-WWI reconstruction history. The Howard Street building type is among the building types commonly found in the area. Research has failed to document any other historic post-WWI patterns or associations related to the property that are reflected by the building in any tangible way. No evidence exists to support listing of the 1234 Howard Street building on the National or California Registries under this criterion.

Criterion 2 (Persons)

For a property to be eligible for listing under this criterion, it must be shown to have a *primary* association with a person (or group) that is significant to the community, State or Nation during the building's period of significance. While research has demonstrated that the name Guilfoyl is associated with ownership of this building between 1924 and 1985, and that the Guilfoyl firm is one of many who worked in this particular building trade, no information has been discovered to support a claim that the family or firm was particularly significant in San Francisco light-industry history. There is insufficient evidence to support listing of the 1234 Howard Street building on the National or California Registries under this criterion.

Criterion 3 (Association with Design/Construction)

For a property to be eligible for individual listing under this criterion, the building must be capable of representing a "type, period or method of construction or possess architectural features that are significant in the development of the community, state or nation. Alternately, the building might be of high artistic value, or represent the work of a master." A structure is eligible as a specimen of its type or period of construction if it is an *important* example (within its context) of building practices of a particular time in history. When compared with other examples of its type, such as the Sheet Metal Workers Union Hall at 224 Guerrero Street, or the John J. DeLucchi Sheet Metal Works at 1526 Powell Street the subject property fails to meet the test of *importance*. The building cannot be said to be of high artistic value, nor does it represent the work of a master. Similarly, its representation of a distinct type, period or method of construction, and its architectural features are not particularly significant in the development of the community, state or nation. An industrial building with some Classical detailing is not eligible under Category C if the detailing was an afterthought reflective of the owner's vocation, rather than fully integrated into the overall lines and massing typical of the Classical style. The building's architecture lacks sufficient distinction for listing on the National or California Registries under this criterion.

Criterion 4 (Information Potential)

(Buildings that have yielded or may be likely to yield information important to pre-history or history). As noted in the history of the project area, the 1906 earthquake and fire destroyed the Victorian-era South of Market structures. Following that catastrophe, the area was reconstructed almost exclusively as a light- industrial district, and was officially recognized as such with the zoning laws of 1921. The existing building was constructed in 1924. No evidence exists to support listing of the 1234 Howard Street building on the California Register under this criterion.⁵

Integrity

In addition to the criteria listed above, the building must retain sufficient architectural integrity for the property to convey its significance. The evaluation of integrity is sometimes a subjective judgment, but

⁵ Should evidence of significant subsurface archeological resources be found during the construction phase of the proposed project, the project sponsor will halt all construction activity and notify the preservation planner assigned to the project. Archeological resources will be protected and preserved in place.

it must always be grounded in an understanding of a property's physical features and how they relate to its significance. The National and California Registries recognize seven aspects that, in various combinations, define integrity. These aspects are: Location, Design, Setting, Materials, Workmanship, Feeling, and Association. To retain historic integrity, a property will always possess several aspects, and usually most of these aspects. Based upon observation (in the absence of actual building permits), the building's integrity appears to be largely intact, save the loss of the Natoma Street facade, and the advanced state of decay of the Howard Street facade sheet metal ornamentation. The sheet metal cladding is in fair to poor condition; it is estimated that approximately fifty percent of the facade decorative elements may require repair. Dents and deterioration due to open seams and incorrect detailing are the most prevalent at the lower areas of the facade, but the cornice appears to be beyond restoration. Additionally, minor interior alterations have taken place and the physical setting has changed. Nevertheless, the building's major character-defining features (the grid of the structural frame and industrial glazing) are intact, despite the deterioration, suggesting that the building may be eligible for listing based upon integrity.

Historic/Conservation District Potential

The existing building at 1234 Howard Street is not a part of a designated, proposed or studied historic or conservation district. Since the 1985 evaluation of the building, approximately 44 percent of the project block bounded by Howard, Ninth, Natoma and Eighth Streets has been demolished and rebuilt. The SLR zoning has encouraged new residential construction in the area that has resulted in change to the context in which the 1234 Howard Street building was surveyed and determined to be an historic resource.

CONCLUSION

Article 11 of the *Planning Code* is an *adopted local register* of historic resources for purposes of CEQA. The 1234 Howard Street building is designated as a Category III Contributory Building in Article 11, denoting "individual importance," in this adopted local registry.

An expert opinion maintains that the 1234 Howard Street building would not be considered an historic resource under CEQA.⁶ McGrew/Architecture note that the 1234 Howard Street building was narrowly designated as a Category III Contributory Building and the analysis of the rating sheet indicates that the building received its highest ratings because of its context – the building's architectural value was secondary. As a result of a 1990 re-zoning, the physical context of 1234 Howard Street building has undergone considerable change. Additionally, the building's physical condition has deteriorated, and its Natoma Street facade has been demolished, resulting in a reduction of the building's integrity. McGrew/Architecture believe that when combined, these two factors reduce the building's point score sufficiently to reduce it to a Category V rating, and the building would no longer be considered an historic resource under CEQA.

The Planning Department does not concur with the expert opinion discussed above. The Department concludes that the 1234 Howard Street building is a significant historic resource based on the inclusion in Article 11 of the *Planning Code*, an adopted local registry. The building would be considered an historical resource unless a preponderance of evidence demonstrates that the resource is not historically or culturally significant, and none has been presented to the Department. In addition, the 1234 Howard Street building was rated “B” by San Francisco Heritage which gave an “Excellent” rating for the building’s integrity. The 1976 Architectural Survey also rated the building “2” that indicated the building to be of contextual significance. The relatively high ratings that the 1234 Howard Street building has received by a number of different sources demonstrate that the building should be considered a significant historic resource under CEQA.

Impacts

SIGNIFICANCE CRITERIA

Pursuant to *CEQA Guidelines* Section 15064.5, a project would have a significant effect if it would cause a substantial adverse change in the significance of an historical resource. CEQA Guidelines Section 15064.5 states "demolition, destruction, relocation, or alteration of the resource or its immediate

⁶ McGrew/Architecture, Historic Architecture consultants, *Historic Resource Evaluation Report 1234 Howard Street, Case No. 2202.0954E, December 5, 2003*. This report is available for review by appointment in File Number 2002.0954E at the Planning Department, 1660 Mission Street, Fifth Floor, San Francisco.

surroundings such that the significance of an historical resource would be materially impaired" which defines a "substantial adverse change."

IMPACT OF THE PROPOSED PROJECT

The project sponsor intends to demolish the 1234 Howard Street building and replace it with a five-story residential building.

The 1234 Howard Street building is considered an historical resource for CEQA purposes, and demolition of this building would be a significant adverse impact.

CUMULATIVE IMPACTS

The 1234 Howard Street building is not within the boundaries of any existing or potential historic districts. The proposed project would be part of a cumulative change in the South of Market Area of replacing older structures for new mixed-use and residential buildings. Because the project building is not within an existing or potential historic district, its removal would not contribute to cumulative change in any historic district. Because the 1234 Howard Street building is a type of which many examples remain, removal of one such building would not contribute to a substantial cumulative impact. While the character of the project block would change, the cumulative effect on historic architectural and potential archaeological resources would be less than significant.

C. GROWTH INDUCEMENT

A project would be considered growth inducing if its construction and use would encourage population increases and/or new development that might not occur if the project were not approved and implemented. The proposed project entails construction of a new building providing 33,604 gross square feet of residential space, with 18 residential units and 18 parking spaces. The additional residential space in the South of Market neighborhood would increase the daily population on the project site by approximately 34 residents,⁷ from the currently vacant building on the site. Because of the current strong demand for housing, especially for housing close to employment centers including the Financial District, which would exist with or without the project, the project would not induce substantial growth

⁷ 2000 Census figures for Tract 178.01 show an average persons per household of 1.90.

or concentration of population beyond that which would have occurred without the project. Some project residents may relocate from other parts of the Bay Area to be closer to their employment in downtown San Francisco. To the extent that this occurs, the project would result in reduced commuting to work. For these reasons, the proposed project would not cause significant growth-inducing impacts.

IV. MITIGATION MEASURES PROPOSED TO MINIMIZE THE POTENTIAL ADVERSE IMPACTS OF THE PROJECT

Pursuant to CEQA, for each significant impact identified in the EIR, the EIR must discuss feasible measures to avoid or substantially reduce the project's significant effects. All of the mitigation measures discussed in this EIR, which would avoid or reduce significant environmental effects, have been adopted by the project sponsor and, therefore, are proposed as part of the project. Section A, below, contains those mitigation measures identified in this EIR as necessary to mitigate significant environmental effects. Mitigation measures identified in this EIR would be required by the Planning Commission as conditions of project approval unless they are demonstrated to be infeasible based on substantial evidence in the record.

Measures discussed below include: (1) measures that would avoid potentially significant impacts; and (2) measures proposed to improve project effects that would not be considered significant impacts. Several items are required by law that also would serve to mitigate impacts. These include a limitation on construction noise (*San Francisco Noise Ordinance*, Article 29 of the *San Francisco Police Code*, 1972); and a prohibition on the use of mirrored glass on the building (City Planning Commission Resolution No. 9212).

The mitigation measures identified in this EIR follow.

A. MITIGATION MEASURES

Measures that Would be Implemented by the Project Sponsor

MITIGATION MEASURES IDENTIFIED BY THE INITIAL STUDY

Implementation of the following measures identified in the Initial Study would reduce impacts to less-than-significant levels:

Construction Air Quality

- The project sponsor would require the contractor(s) to spray the site with water during demolition and construction activities; spray unpaved construction areas with water at least twice per day; cover stockpiles of soil, sand, and other material; cover trucks hauling debris, soils, sand, or other such material; and sweep surrounding streets during demolition, excavation, and construction at least once per day to reduce particulate emissions.
- Ordinance 175-91, passed by the Board of Supervisors on May 6, 1991, requires that non-potable water be used for dust control activities. Therefore, the project sponsor would require that the contractor(s) obtain reclaimed water from the Clean Water Program for this purpose. The project sponsors would require the project contractor(s) to maintain and operate construction equipment so as to minimize exhaust emissions of particulates and other pollutants, by such means as a prohibition on idling motors when equipment is not in use or when trucks are waiting in queues, and implementation of specific maintenance programs to reduce emissions for equipment that would be in frequent use for much of the construction period.

Archaeological Cultural Resources

- Given the location and depth of excavation proposed, and the likelihood that archaeological resources would be encountered on the project site, the sponsor has agreed to retain the services of an archaeologist. The archaeologist would carry out a pre-excavation testing program to better determine the probability of finding cultural and historical remains. The testing program would use a series of mechanical, exploratory borings or trenches and/or other testing methods determined by the archaeologist to be appropriate.
- The following mitigation measure is required to avoid any potential adverse effect from the proposed project on accidentally discovered buried or submerged historical resources as defined in *CEQA Guidelines* Section 15064.5(a)(c). The project sponsor shall distribute the Planning Department's archaeological resource "ALERT" sheet to the project prime contractor; to any project subcontractor (including demolition, excavation, grading, foundation, pile driving, etc. firms); or utilities firm involved in soils disturbing activities within the project site. Prior to any soils disturbing activities being undertaken each contractor is responsible for ensuring that the Alert Sheet is circulated to all field personnel including, machine operators, field crew, pile drivers, supervisory personnel, etc. The Head Foreman or other responsible party shall provide the Environmental Review Officer (ERO) with a signed affidavit to the ERO confirming that all field personnel have received copies of the Alert Sheet.

- Should any indication of an archeological resource be encountered during any soils disturbing activity of the project, the project Head Foreman and/or project sponsor shall immediately notify the ERO and shall immediately suspend any soils disturbing activities in the vicinity of the discovery until the ERO has determined what additional measures, if any, should be undertaken.
- If the ERO determines that an archeological resource may be present within the project site, the project sponsor shall retain the services of a qualified archeological consultant. The archeological consultant shall advise the ERO as to whether the discovery is an archeological resource, retains sufficient integrity, and is of potential scientific/historical/cultural significance. If an archeological resource is present, the archeological consultant shall identify and evaluate the archeological resource. The archeological consultant shall make a recommendation as to what action, if any, is warranted. Based on this information, the ERO may require, if warranted, specific additional measures to be implemented by the project sponsor.
- Measures might include: preservation in situ of the archeological resource; an archaeological monitoring program; or an archeological testing program. If an archeological monitoring program or archeological testing program is required, it shall be consistent with the Major Environmental Analysis (MEA) division guidelines for such programs. The ERO may also require that the project sponsor immediately implement a site security program if the archeological resource is at risk from vandalism, looting, or other damaging activities.
- The project archeological consultant shall prepare a Final Archeological Resources Report (FARR) evaluating the historical importance of the archeological resource and describing the archeological and historical research methods employed in the archeological monitoring/data recovery program(s). Information that may put at risk any archeological resource shall be provided in a separate removable insert within the final report.
- Copies of the Draft FARR shall be sent to the ERO for review and approval. Once approved by the ERO, copies of the FARR shall be distributed as follows: California Archaeological Site Survey Northwest Information Center (1 copy) and the President of the Landmarks Preservation Advisory Board (1 copy). The Major Environmental Analysis division of the Planning Department shall receive three copies of the FARR along with copies of any formal site recordation forms (CA DPR 523 series) and/or documentation for nomination to the National Register of Historic Places/California Register of Historical Resources. In instances of high public interest or interpretive value, the ERO may require a different final report content, format, and distribution than that presented above.

MITIGATION MEASURES IDENTIFIED BY THIS REPORT

Historical Architectural Cultural Resources

Prior to the complete demolition of the 1234 Howard Street building, the project sponsor would prepare historic documentation to Historic American Buildings Survey (HABS) recordation standards which would include the following:

- A HABS outline report on the 1234 Howard Street building including descriptive and historical information.
- Photographic documentation of the exterior of the 1234 Howard Street building on the site. Such documentation would be provided to HABS standard of detail and quality for photography documentation in 4x5 or 5x7 photographs and negatives.
- If, after consulting with the President of the Landmarks Preservation Advisory Board, it is determined that there are not sufficient existing historic drawings to document the building, then a full set of measured drawings of the 1234 Howard Street building would be prepared. Such drawings would be prepared according to HABS standards of detail and executed in ink on mylar. If sufficient drawings are available, these would be gathered and conserved.

Copies of the narratives, photographic documentation, and detailed notes on the measurements of the existing building would be submitted to the City and County of San Francisco Planning Department prior to authorization of any permits that may be required for demolition of the existing building by the Agency. Completed drawings would be provided to the Planning Department within 180 days after issuance of any required demolition permit.

In addition, the project sponsor would prepare and transmit the photographs and descriptions of the 1234 Howard Street building to the Landmarks Preservation Advisory Board, Bancroft Library at the University of California, Berkeley, the History Room of the San Francisco Public Library, and the Northwest Information Center of the California Historical Information Resources System.

The measure would reduce the adverse effect of complete demolition of the existing building, but the loss of a Category III building would still be considered a significant impact.

B. IMPROVEMENT MEASURES

Improvement measures diminish effects of the project that were found through the environmental analysis to be less-than-significant impacts.

Geology/Topography

As discussed in 9. Geology/Topography of the Initial Study, the proposed project would not have a significant effect on geography or topography. In order to reduce potential non-significant impacts on geology and topography, the project sponsor could implement the following improvement measure:

- The project sponsor shall incorporate the recommendations in the conclusions of the geotechnical investigation report for foundation options on the project site.

V. SIGNIFICANT ENVIRONMENTAL EFFECTS WHICH CANNOT BE AVOIDED IF THE PROJECT IS IMPLEMENTED

In accordance with Section 21100(b)(2)(A) of the California Environmental Quality Act (CEQA), and with Section 15126.2 of the State CEQA Guidelines, the purpose of this chapter is to identify environmental impacts that could not be eliminated or reduced to an insignificant level by mitigation measures included as part of the proposed project, or by other mitigation measures that could be implemented, as described in Chapter IV, Mitigation Measures, pages 53 through 56. This chapter is subject to final determination by the City Planning Commission as part of its certification of the EIR. The Final EIR will be revised, if necessary, to reflect the findings of the Commission.

The proposed project, with mitigation, would have the following unavoidable significant impacts in the area of historic architectural resources:

- The project sponsor intends to demolish the 1234 Howard Street building, and replace it with an five-story residential building. The 1234 Howard Street building is considered an historical resource for CEQA purposes, and demolition of this building would be a significant adverse impact.

With implementation of the mitigation measures outlined in Chapter IV, Mitigation Measures, of this report, all other potential significant impacts would be reduced to a less-than-significant level. The project sponsor has agreed to implement all measures in Chapter IV (except for those requiring public agency responsibility) in an agreement dated June 24, 2004.¹

¹ This mitigation agreement is available for public review by appointment at the San Francisco Planning Department, 1600 Mission Street, Fifth Floor, San Francisco, in Case File No. 2002.0954E.

VI. ALTERNATIVES TO THE PROPOSED PROJECT

This chapter identifies alternatives to the proposed project and discusses environmental impacts associated with each alternative. Project decision-makers could adopt any of the following alternatives instead of the proposed project, if an alternative would reduce or eliminate significant environmental impacts of the project, is determined to be feasible, and would attain most of the basic objectives of the project. This determination of feasibility will be made by project decision-makers on the basis of substantial evidence in the record which shall include, but not be limited to, information presented in this EIR and comments received on the Draft EIR.

Alternatives were selected that would reduce identified impacts of the proposed project while meeting most or all of the objectives of the project sponsor. As discussed in Chapters III and V, demolition of the existing 1234 Howard Street building would constitute a significant adverse impact. Two of the alternatives address retention or partial preservation of the existing 1234 Howard Street building.

The following alternatives are evaluated: (A) a No-Project Alternative, (B) Rehabilitation of the Façade and New Residential Project Alternative, (C) a Rehabilitation and Expansion of the Existing Building Alternative, and a (D) Retention of the Existing Building and New Residential Project Alternative. The first of the three preservation alternatives, (B) the Rehabilitation of the Facade and New Residential Project Alternative, would retain and rehabilitate solely the existing building facade and construct a five-story residential building. The second preservation alternative, (C) the Rehabilitation and Expansion of the Existing Building Alternative, would restore the historic portions of the existing building and construct a new residential development. The third preservation alternative, (D) the Retention of the Existing Building and New Residential Project Alternative, would retain the historic portions of the existing building without any treatment and build a new residential development.

While an off-site alternative could avoid demolition of the 1234 Howard Street building, no viable alternative sites have been identified within the project area and South of Market, that are available to the project sponsor, where the project could be developed and meet the project sponsor's objectives.

ALTERNATIVE A: NO PROJECT

Description

This alternative would entail no change to the site. The proposed project would not be built. The existing 1234 Howard Street building on the site would not be demolished and none of the existing architectural features would be altered. However, this alternative would not preclude future proposals for redevelopment of the project site.

Impacts

If the No-Project Alternative were implemented, none of the impacts associated with the project would occur. This alternative would avoid the significant adverse project impact of demolishing the existing 1234 Howard Street building which may be eligible for the National Register of Historic Places. In addition, the No Project Alternative would result in no increase in vehicle travel or transit use, as would occur with implementation of the proposed project. There would be no project-specific effects on land use, intersection conditions, transit use, parking, loading, or pedestrian or bicycle traffic. (These impacts would all be less than significant with the proposed project.) Under this alternative, there would be no incremental contribution from the project site to these degraded conditions, beyond traffic and transit ridership already generated.

Other less-than-significant effects described in the Initial Study, including emissions of air pollutants, generation of noise during construction, potential discovery of subsurface cultural resources during excavation, and potentially hazardous materials, among other impacts, would not occur with this alternative.

The No Project Alternative would not meet the project sponsor's objectives of serving the housing needs of San Francisco. Furthermore, the existing building would not be seismically upgraded under the No Project Alternative, and may continue to remain vacant.

If this alternative were selected by the San Francisco Planning Commission and a different proposal is submitted at a later date for development of all or part of the project site, that proposal would be subject to a separate project-specific environmental review under the requirements of CEQA.

ALTERNATIVE B: REHABILITATION OF THE FACADE AND NEW RESIDENTIAL PROJECT

Description

This alternative would entail rehabilitation of the Howard Street facade and the construction of a 18 -unit five-story residential development. Alternative B would not conform to *The Secretary of the Interior's Standards for Treatment of Historic Properties*, as it would only rehabilitate the two-story sheet-metal facade on Howard Street and construct a five-story residential structure behind the approximately 18-inch facade that would be attached to the new building. The rehabilitation of the facade would entail the removal of each window and each section of the existing sheet metal cladding in order to reconstruct the rotted and water damaged wood frame supporting the facade. The process of rehabilitation would involve stripping the sheet metal cladding of the numerous coatings applied over its life, fabricating new pieces to replace those damaged beyond reuse at present (estimated at fifty percent) and those damaged during removal,^{1, 2} sanding and straightening the pieces to be reused and constructing molds for recasting the cornice pieces.³ The industrial windows would be removed, the frames repaired, and re-glazed with standard and tempered glass to meet the title 24 conservation requirements.⁴ A new street wall frame would be constructed with a new foundation to conform to current seismic codes, and the new and rehabilitated sheet metal cladding would be installed and waterproofed. A new structural wall would be built behind the existing street wall.

¹ David A Markham, C.M. Peletz Co, letter to Stanley Saitowitz, "1234 Howard Street Facade Renovation, San Francisco," October 10, 2002. This letter is available for review by appointment in File Number 2002.0954E at the Planning Department, 1660 Mission Street, Fifth Floor, San Francisco.

² William J. Galvin, DeVincenzi Architectural Products, Inc., letter to Steve Sanchez, "1234 Howard Street, San Francisco," September 30, 2002. This letter is available for review by appointment in File Number 2002.0954E at the Planning Department, 1660 Mission Street, Fifth Floor, San Francisco.

³ Craig Allison, Plant Construction Company, L.P., letter to Stanley Saitowitz, "1234 Howard Street," February 17, 2004. This letter is available for review by appointment in File Number 2002.0954E at the Planning Department, 1660 Mission Street, Fifth Floor, San Francisco.

⁴ Mark Zaleski, Cahill Contractors, Inc., letter to Stanley Saitowitz, "1234 Howard Street sheet Metal Facade," January 28, 2004. This letter is available for review by appointment in File Number 2002.0954E at the Planning Department, 1660 Mission Street, Fifth Floor, San Francisco.

Impacts

Compared to the proposed project, Alternative B: Rehabilitation of the Facade and New Residential Project Alternative would have different and fewer environmental effects on historic architectural resources, and similar effects on transportation, parking, and population. Alternative B would not, however, eliminate all environmental effects.

The Rehabilitation of the Facade and New Residential Project Alternative would have a less significant impact on historic architectural resources than the proposed project. It would, however, not avoid the significant adverse impact on historic architectural resources caused by the proposed project's demolition of the existing historic 1234 Howard Street building, as it would only restore the Howard Street facade, requiring minimal change to the defining characteristics of the building exterior. The historic character of the Howard Street facade, including distinctive features, finishes, construction techniques, and examples of craftsmanship, would be retained and preserved. This alternative would preserve less of the existing structure than Alternative C: Rehabilitation and Expansion of the Existing Building Alternative in that no other part of the existing building would remain except for the facade.

The visual impacts of this alternative would be different than the proposed project. The historic two-story facade would contrast with the new five-story residential structure to which it is attached. This contrast would be noticeable but not unique to the area as there are other examples of partial retention of an old facade integrated with a new building on Howard Street opposite the project. The visual change under this alternative would not be significant.

The Rehabilitation and Expansion of the Existing Building Alternative would have similar impacts on transportation, parking, air quality, and population, compared to the proposed project. The impacts of both the proposed project and this alternative on transit, parking, pedestrians, bicycles, and cumulative traffic would be less than significant. This alternative would generate about the same change in daily population, and the population effects of both this alternative and the proposed project would be less than significant. This alternative would be of a similar height, and nearly as bulky as the proposed project, and as a consequence, the visual and shadow impacts would be similar to those of the proposed project. Other effects described in the Initial Study for the proposed project, such as energy, hazards,

and cultural resources, would be similar to those of the proposed project. Construction noise, air emissions and traffic would be greater than the proposed project due to the amount of time required for rehabilitating the Howard Street facade and constructing the new building with restricted access.

The Rehabilitation of the Facade and New Residential Project Alternative would satisfy the project sponsor's objectives of providing housing in the South of Market area. However, it would be considerably more expensive than the demolition and replacement of the existing building, adding about forty percent to the total cost of the project.^{5,6} The project sponsors believe that the costs for rehabilitation would prohibit completion of the proposed project.

ALTERNATIVE C: REHABILITATION AND EXPANSION OF THE EXISTING BUILDING

Description

This alternative would entail rehabilitation and expansion of the existing 1234 Howard Street building. Alternative C would include a seismic retrofit to meet current standards, and would conform with *The Secretary of the Interior's Standards for Treatment of Historic Properties*.⁷ Under Alternative C, the Howard Street facade and the existing ground floor and office mezzanine would be rehabilitated and a five-story apartment building would be constructed containing 18 units: eight one-bedroom units and ten studios (compared to the ten one-bedroom and eight two-bedroom units for the proposed project).

⁵ Mark Zaleski, Cahill Contractors, Inc. *op cit.* The estimated cost for the facade rehabilitation is \$1,208,438, which is approximately 40 percent of the estimated construction cost for the proposed project. This bid is available for review by appointment in File Number 2002.0954E at the Planning Department, 1660 Mission Street, Fifth Floor, San Francisco.

⁶ Craig Allison, Plant Construction Company, *op cit.* The estimated cost for the facade rehabilitation is \$1,217,000, which is approximately 41 percent of the estimated construction cost for the proposed project. This bid is available for review by appointment in File Number 2002.0954E at the Planning Department, 1660 Mission Street, Fifth Floor, San Francisco.

⁷ The Historic Architectural Consultant for the project sponsor believes that this alternative would not conform to the *Secretary of the Interior's Standards* primarily because approximately 90 percent of the existing building would be demolished. Patrick McGrew, "Analysis of the Preservation Alternative that retains the front 15 % (less than 10%) of the original building at 1234 Howard Street," May 20, 2004. This analysis is available for review by appointment in File Number 2002.0954E at the Planning Department, 1660 Mission Street, Fifth Floor, San Francisco.

The ground floor would contain 18 parking spaces. This alternative would maintain the historic character of the office portion of the existing building which is approximately 15 feet in depth from the Howard Street property line), and restore exterior sheet-metal decorative features and steel sash industrial windows of the Howard Street facade. This alternative would retain the Howard Street facade and office portion but would demolish the rest of the 165-foot deep building. Although this alternative would retain the Howard Street facade and office portion rather than the entire 165-foot deep building, it would comply with the Secretary's Standards.

Impacts

Compared to the proposed project, Alternative C: Rehabilitation and Expansion of the Existing Building Alternative would have different and fewer environmental effects on historic architectural resources and population.

The Rehabilitation and Expansion of the Existing Building Alternative would avoid the significant adverse impact on historic architectural resources caused by the proposed project's demolition of the existing historic 1234 Howard Street building. The character-defining features of the facade of the building, including the decorative elements of the sheet-metal facade and industrial steel sash windows, would be repaired and preserved. Because the sheet metal facade is attached to wood which is water damaged and rotted, it must be removed and repaired. The deteriorated historic features would be repaired to the extent possible, or would have to be replicated and replaced with materials that match as nearly as possible (as discussed in Alternative B, above). Replacement of missing features would be documented. The existing windows would be replaced where necessary. The first 15 feet of the existing building would have to be seismically upgraded and the support system at the front of building would be replaced, including new footings.⁸ Adverse impacts on the existing building (in terms of scale, massing, and visibility from the street) would be reduced under this alternative and the modern design

⁸ Chuck Palley, Cahill Contractors, Inc., letter to Stanley Saitowitz, "*1234 Howard Existing Building Facade*," December 17, 2003. Diarmuid MacNeill, Dolmen Structural Engineers, Inc., letter to Stanley Saitowitz, "*1234 Howard St. San Francisco - Structural Assessment*," June 10, 2002. These letters are available for review by appointment in File Number 2002.0954E at the Planning Department, 1660 Mission Street, Fifth Floor, San Francisco.

of the addition would adequately differentiate the new building from the old. For these reasons, the Rehabilitation and Reuse of the Existing Building Alternative would preserve the existing building facade's character-defining features, in contrast to the proposed project.

Alternative C is a more conservative preservation approach than Alternative B: Rehabilitation of the Facade and New Residential Project, described above, in that the building's two-level office portion would generally remain intact.

Because the exterior characteristics of the building would not be substantially changed on the Howard Street frontage, the visual impacts of the Rehabilitation and Reuse Existing Building Alternative would be less than those of the proposed project. Due to the absence of two-bedroom units, this alternative would result in fewer vehicle and transit trips than the proposed project. The impacts of both the proposed project and this alternative on intersection levels of service, transit, parking, pedestrians, bicycles, construction impacts, and cumulative traffic impacts would be less than significant. Similarly, the Rehabilitation and Expansion of the Existing Building Alternative would generate a smaller increase in daily population, and the population effects of both this alternative and the proposed project would be less than significant.

Other effects described in the Initial Study for the proposed project, such as construction noise and air emissions, could be more than those of the proposed project because the rehabilitation and retention of the Howard Street frontage and the two-story interior that extends to a depth of about fifteen feet (which must be seismically upgraded because it is not structurally sound) would take longer than the demolition of the existing building and construction of a new building. All impacts would be less than significant with implementation of the mitigation measures recommended for the proposed project, including this alternative's effects on historic architectural resources.

The Rehabilitation and Expansion of the Existing Building Alternative would partially satisfy the project sponsor's objectives of providing housing to meet the demand in San Francisco. This alternative, however, would not provide any two-bedroom housing. The construction costs to seismically upgrade the two-story, 15-foot-in-depth portion of the existing building, and rehabilitate the deteriorated sheet metal facade and industrial sash windows on Howard Street would add approximately fifty percent to

the entire cost of the project.^{9,10,11} The cost for this alternative would be prohibitive to the project sponsor.

Alternative C: Rehabilitation and Expansion of the Existing Building Alternative would be the environmentally superior alternative.

ALTERNATIVE D: RETENTION OF THE EXISTING BUILDING AND NEW PROJECT ALTERNATIVE

Description

This alternative would entail the retention of a portion of the existing 1234 Howard Street building in its current condition and construct a new residential project behind it. Alternative D would include securing the Howard Street facade and the existing ground floor and office mezzanine and protecting it from further deterioration pursuant to *The Secretary of the Interior National Park Service's Technical Brief #31, Mothballing Historic Buildings*. A five-story apartment building similar to Alternative C would be constructed containing 18 units: eight one-bedroom units and ten studios (compared to the ten one-bedroom and eight two-bedroom units for the proposed project). The ground floor would contain 18 parking spaces with access on Natoma Street. This alternative would retain the historic character of the Howard Street facade and the office portion of the existing building (approximately 15 feet in depth from the Howard Street property line), however, unlike under Alternative C; it would not be used and would be separate from the residential building.

Impacts

Compared to the proposed project, Alternative D: Retention the Existing Building and New Project Alternative would have different and fewer environmental effects on historic architectural resources and population.

⁹ Mark Zaleski, Cahill Contractors, Inc. *op cit*.

¹⁰ Craig Allison, Plant Construction Company, *op cit*.

¹¹ Chuck Palley, Cahill Contractors, Inc., letter to Stanley Saitowitz, *op cit*.

Alternative D would avoid the significant adverse impact on historic architectural resources caused by the proposed project's demolition of the existing historic 1234 Howard Street building. The character-defining features of the existing building would not be changed and the building would remain in its current condition with protection against further deterioration. Adverse impacts on the existing building (in terms of scale, massing, and visibility from the street) would be reduced under this alternative and the modern design of the addition would adequately differentiate the new building from the old. For these reasons, the Retention of the Existing Building Alternative would preserve the existing building facade's character-defining features, in contrast to the proposed project.

Alternative D is similar to Alternative C, in that the building's two-level office portion would generally remain intact. Because the exterior characteristics of the building would not be substantially changed on the Howard Street frontage, the visual impacts of the Retention of Existing Building Alternative would be less than those of the proposed project. As with Alternative C, due to the absence of two-bedroom units, this alternative would result in fewer vehicle and transit trips than the proposed project. The impacts of both the proposed project and this alternative on intersection levels of service, transit, parking, pedestrians, bicycles, construction impacts, and cumulative traffic impacts would be less than significant, however, since all vehicular and pedestrian traffic would enter and exit on Natoma Street, there would be more traffic on Natoma Street than the proposed project. Similarly, the Retention of the Existing Building Alternative would generate a smaller increase in daily population, and the population effects of both this alternative and the proposed project would be less than significant.

Other effects described in the Initial Study for the proposed project, such as construction noise and air emissions, could be more than those of the proposed project because the retention of the Howard Street frontage and the two-story interior that extends to a depth of about fifteen feet (which would be preserved against further deterioration) would take longer than the demolition of the existing building and construction of a new building. All impacts would be less than significant with implementation of the mitigation measures recommended for the proposed project, including this alternative's effects on historic architectural resources.

The Retention of the Existing Building and New Residential Building Alternative would partially satisfy the project sponsor's objectives of providing housing to meet the demand in San Francisco. This

alternative, however, would not provide any two-bedroom housing. The retention of the historic portions of the existing building would be considered by the project sponsor to be a feasible alternative.

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NEARBY PROPERTY OWNERS

NOTE: In addition to those identified above, there are approximately 150 property owners/occupants in the vicinity of the project. The complete list is available for review by appointment at the San Francisco Planning Department, 1660 Mission Street, Fifth Floor, San Francisco, California 94103.

VIII. EIR AUTHORS, PERSONS CONSULTED AND PROJECT SPONSOR

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IX. APPENDICES

Appendix A: Initial Study

Appendix B: Historic Resource Evaluation Report

Appendix A

Initial Study



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NOTICE THAT AN ENVIRONMENTAL IMPACT REPORT (EIR) IS DETERMINED TO BE REQUIRED

Date of this Notice: June 21, 2003

Lead Agency: Planning Department, City and County of San Francisco
1660 Mission Street, Suite 500, San Francisco, CA 94103

Agency Contact Person: Art Aguilar

Telephone: (415) 558-5973

Project Title: 2002.0954E – 1234 Howard Street

Project Sponsor/Contact: David Lester

Telephone: (415) 285-5865

Project Address: 1234 Howard Street

Assessor's Block and Lot: Block 3728, Lot 014

City and County: San Francisco

Project Description: The proposed project would involve the demolition of three vacant buildings totaling 8,250 gross square feet (gsf) and construction of a five-story residential building. One of the three existing buildings proposed to be demolished, the building fronting on Howard Street, is rated as a Category III (Contributory) building under Article 11 of the San Francisco Planning Code. The proposed project would preserve the façade of this building. The proposed building would be 33,604 gsf in building floor area and would have 18 dwelling units. The proposed project would provide 18 off-street parking spaces for the residential units. The entrance and access to the residential use and off-street parking would be from both Natoma and Howard Streets. The project site at 1234 Howard Street (Assessor's Block 3728, Lot 14) is approximately 8,250 square feet in size and located about mid-block on the northern side of Howard Street in the South of Market Neighborhood in the block bounded by Howard, Eighth, Natoma, and Ninth Streets. The project site is zoned SLR (Service/Light Industrial/Residential) and within a 50-X height/bulk district.

Building Permit Application Number(s), if Applicable: Not applicable

THIS PROJECT MAY HAVE A SIGNIFICANT EFFECT ON THE ENVIRONMENT AND AN ENVIRONMENTAL IMPACT REPORT IS REQUIRED. This determination is based upon the criteria of the Guidelines of the State Secretary for Resources, Section 15063 (Initial Study), 15064 (Determining Significant Effects), and 15065 (Mandatory Findings of Significance), and the following reasons, as documented in the Environmental Evaluation (Initial Study) for the project, which is attached.

Deadline for Filing of an Appeal of this Determination to the Planning Commission: July 21, 2003. An appeal requires: (1) a letter specifying the grounds for the appeal, and (2) a \$209 filing fee. The public is invited to comment on the scope and content of the EIR. Please provide the input on the scope and content of the EIR by July 21, 2003.


Paul Maltzer
Environmental Review Officer

INITIAL STUDY
2002.0954E – 1234 Howard Street

I. PROJECT DESCRIPTION AND SETTING

A. PROJECT DESCRIPTION

The project site is located at 1234 Howard Street on Assessor's Block 3728, Lot 14, which is approximately 8,250 square feet in size (See Figure 1, page 2). This site is a through-lot located about mid-block on the block bounded by Eighth, Howard, Ninth, and Natoma Streets in the South of Market neighborhood. The site is currently occupied by three existing structures. One building fronts on Howard Street and consists of a two-level office with an attached one-story wood framed warehouse directly behind it. This building is rated as a Category III (Contributory) building under Article 11 of the San Francisco Planning Code. The remaining two buildings, which front on Natoma Street, are single-story wood-framed structures that were used as warehouses in the past. All three existing buildings are currently vacant. The project site is essentially level and no excavation is proposed for the proposed project. The project site is within a SLR (Service/Light Industrial/Residential) zoning district and a 50-X height/bulk district.

The proposed project would involve the demolition of the existing structures totaling 8,250 gross square feet (gsf) and construction of a five-story residential building. The façade of the two-story building fronting on Howard Street, a Category III building, would be preserved. The proposed building would be 33,604 gsf in area and would have 18 dwelling units, ten one-bedroom and eight two-bedroom units, and two of those dwelling units would be affordable (See Figures 2 through 4, pages 3 through 5). The proposed project would provide 18 off-street parking spaces for the residential units. The entrance and access to the residential use and off-street parking would be from both Natoma and Howard Streets. Six of the units would have private usable open space and the other 12 units would have a common roof deck for usable open space.

The proposed building would be a two-channel building with a central slot left open as an open court. The exterior of the proposed building would feature aluminum panels, anodized aluminum framed doors and windows, and a translucent curtain wall system.

B. PROJECT SETTING

The project site is located within the South of Market area of the City. The area surrounding the project site consists of a mix of light industrial, office, retail, and residential buildings that generally range from one to five stories, with heights of about 15 to 50 feet. On Howard Street, a three-story residential and a two-story light-industrial building are directly adjacent to the project site to the west and east, respectively. On Natoma Street, a three-story and a two-story residential building are directly adjacent to the project site. A five-story residential building is located on the southwest corner of Natoma and Eighth Streets and another five-story residential building was recently constructed at the northeast corner of Howard and Eighth Streets.

The project site and the majority of the properties within the project block are zoned SLR. Approximately two blocks to the north is the C-M (Heavy Commercial) zoning district and further to the north is the C-3-G (Downtown General Commercial) zoning district. Properties to the south, east, and west are within a 50-X height and bulk district. Properties further to the north are within a 150-S district with the height limit increasing approaching Market Street.

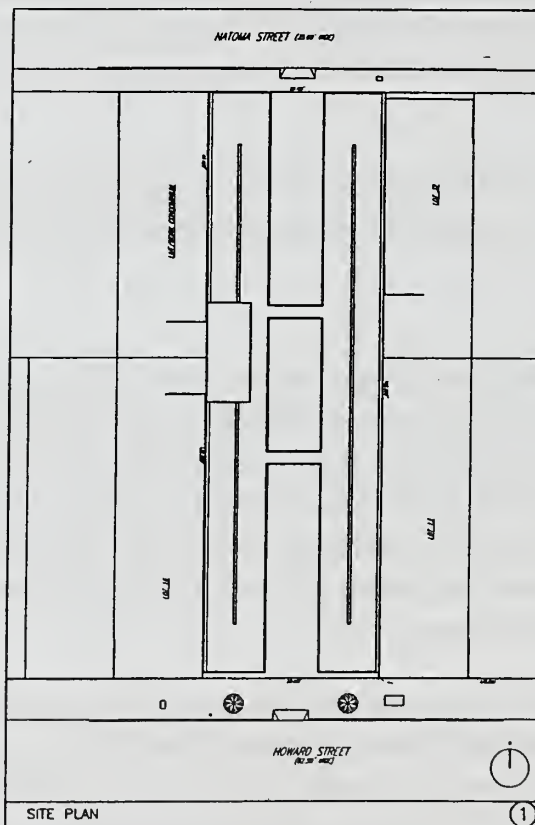


Figure 1
Project Location and Site Plan

Not to Scale

Source: Planning Department
Natoma Architects

II. SUMMARY OF POTENTIAL ENVIRONMENTAL EFFECTS

A. EFFECTS FOUND TO BE POTENTIALLY SIGNIFICANT

The proposed project is examined in this Initial Study to identify potential effects on the environment. On the basis of this Initial Study, project-specific effects that relate to Architectural Resources have been determined to be potentially significant, and will be analyzed in the Environmental Impact Report (EIR). In addition, the EIR will provide additional discussion of Land Use for informational purposes, although the impacts are determined in this Initial Study to be less than significant.

B. EFFECTS FOUND NOT TO BE SIGNIFICANT

The following potential environmental effects were determined either to be less than significant or to be reduced to a less than significant level through mitigation measures included in the Initial Study and project. These items are discussed in Section III below, and require no further environmental analysis in the EIR: Land Use, Visual Quality, Population, Transportation, Noise, Air Quality, Utilities/Public Services, Biology, Geology/Topography, Water, Energy/Natural Resources, Hazards, and Archeological Resources.

III. ENVIRONMENTAL EVALUATION CHECKLIST AND DISCUSSION

A. <u>COMPATIBILITY WITH EXISTING ZONING AND PLANS</u>	<u>Not</u> <u>Applicable</u>	<u>Discussed</u>
1) Discuss any variances, special authorizations, or changes proposed to the City Planning Code or Zoning Map, if applicable.	—	✓
2) Discuss any conflicts with any adopted environmental plans and goals of the City or Region, if applicable.	—	✓

The San Francisco Planning Code, which incorporates by reference the City's Zoning Maps, governs permitted uses, densities, and the configuration of buildings within San Francisco. Permits to construct new buildings (or to alter or demolish existing ones) may not be issued unless either the proposed project conforms to the Code, or an exception is granted pursuant to provisions of the Code. Approval of the proposed project would result in an intensification of development on the project site, the specific impacts of which are discussed below under the relevant topic heading.

The proposed residential use is a principally permitted use in the SLR (Service/Light Industrial/Residential) zoning district. The proposed project conforms to the provision of the San Francisco Planning Code for the 50-X height and bulk district, which permits construction to a height of 50 feet. The project would also conform to Section 135 of the Planning Code, which requires 60 square feet of open space for each private residential unit and 80 square feet of open space if common. The proposed 18 parking spaces would satisfy the requirements of Section 151 of the Planning Code, Table 151, which requires one parking space for every dwelling unit. The proposed project would provide one handicap parking space, pursuant to Section 155 of the Planning Code. No loading spaces would be required under Section 152 of the Planning Code.

Environmental plans and policies are those, like the *Bay Area Air Quality Plan*, which directly address environmental issues and/or contain targets or standards, which must be met in order to preserve or improve characteristics of the City's physical environment. The current proposed project would not obviously or substantially conflict with any such adopted environmental plan or policy.

The *San Francisco General Plan*, which provides general policies and objectives to guide land use decisions, contains some policies that relate to physical environmental issues. The current project would not obviously or substantially conflict with any such policy. In general, potential conflicts with the *General Plan* are considered by decision makers independently of the environmental review process, as part of the decision whether to approve or disapprove a proposed project. Any potential conflict not identified here could be considered in that context, and would not alter the physical environmental effects of the proposed project.

In November 1986, the voters of San Francisco approved Proposition M, the Accountable Planning Initiative, which added Section 101.1 to the City Planning Code to establish eight Priority Policies. These policies are: (1) preservation and enhancement of neighborhood-serving retail uses; (2) protection of neighborhood character; (3) preservation and enhancement of affordable housing; (4) discouragement of commuter automobiles; (5) protection of industrial and service land uses from commercial office development and enhancement of resident employment and business ownership; (6) maximization of earthquake preparedness; (7) landmark and historic building preservation; and (8) protection of open space. Prior to issuing a permit for any project which requires an Initial Study under the California Environmental Quality Act (CEQA), and prior to issuing a permit for any demolition, conversion, or change of use, and prior to taking any action which requires a finding of consistency with the *General Plan*, the City is required to find that the proposed project or legislation is consistent with the Priority Policies. In reviewing the building permit application for the proposed project, the Planning Department would make the necessary findings of consistency with the Priority Policies.

A chronology of recent zoning controls in the project vicinity relevant to the proposed project includes the following:

On August 5, 1999, the Planning Commission adopted Resolution No. 14861, imposing interim zoning controls establishing an Industrial Protection Zone (IPZ), a Mixed-Use Housing Zone (MUHZ), and a Buffer Zone. The project site is located in the former MUHZ where residential (and live/work) uses were encouraged with an emphasis on maximizing housing development opportunity.

On November 2, 2000, the Planning Commission extended for a period of nine months the interim zoning controls.

On August 5, 2001, the Planning Commission adopted Resolution No. 16079 which established a policy that encourages mixed-use housing development in former MUHZs, especially proposals for housing that maximize the allowable densities and affordable standards. The proposed project would conform to the policy set forth in adopted Resolution No. 16079.

Community organizations and residents within the South of Market (SoMa) District are presently working with the Planning Department on the Eastern Neighborhoods Community Planning Process, of which one of the goals is to develop a new set of zoning regulations for the broader South of Market District, including the project site. The

planning effort includes a series of workshops for broad community participation in developing the plan and zoning proposals. On November 19, 2002, the Planning Department presented the SoMa Draft Rezoning Alternatives to the public where they provided three zoning options: (1) Housing Emphasis – maximize housing production in the appropriate location, (2) PDR Emphasis – retain competitive industrial uses, Production/Distribution/Repair (PDR), and (3) Moderate Development – strike a balance between housing development and jobs. In all three proposed zoning alternatives, the project site is located in the “Residential/Commercial” zoning district, which is a district that promotes a mix of residential and some commercial uses. The district’s objective is to increase the supply of housing in appropriate location in the City. The proposed project would meet this objective of the proposed zoning district. However, at this time, it is not known whether the project site or its vicinity will undergo any change in zoning as a result of the community-based planning process. Therefore, this Initial Study must evaluate the proposed project in terms of its relationships to the existing zoning controls and in terms of its potential impact on the existing environmental setting.

B. ENVIRONMENTAL EFFECTS

All items except Architectural Resources on the Initial Study Environmental Evaluation Checklist have been checked “No,” indicating that, upon evaluation, staff has determined that the proposed project could not have a significant adverse environmental effect. For items where the conclusion is “To be Determined,” the analysis will be included in the EIR. Several of those Checklist items have also been checked “Discussed,” indicating that the Initial Study text includes discussion about that particular issue. For all of the items checked “No,” without discussion, the conclusions regarding potential significant adverse environmental effects are based upon field observation, staff experience and expertise on similar projects, and/or standard reference material available within the Department, such as the Department’s *Transportation Impact Analysis Guidelines for Environmental Review*, or the California Natural Diversity Data Base and maps, published by the California Department of Fish and Game. For each checklist item, the evaluation has considered the impacts of the project both individually and cumulatively.

1) <u>Land Use</u> - Could the Project:	<u>YES</u>	<u>NO</u>	<u>DISCUSSED</u>
(a) Disrupt or divide the physical arrangement of an established community?	—	✓	✓
(b) Have any substantial impact upon the existing character of the vicinity?	—	✓	✓

The existing buildings consist of a two-story office building with an attached one-story wood framed warehouse directly behind it fronting on Howard Street and two one-story wood-framed warehouse buildings fronting on Natoma Street. The buildings have been vacant for approximately two years. Previous uses on the project site include a sheet metal business, a poster storage facility, and a garment factory. The most recent use at the project site was a furniture manufacturer.

Under the proposed project, the existing buildings would be demolished and an 18-unit residential building would be constructed on the project site. The conversion of the project site from an industrial use to a residential use would not be considered a significant impact for a variety of reasons. Residential use is a permitted land use in the SLR (Service/Light Industrial/Residential) zoning district and the proposed use and structures would not be substantially or

demonstrably incompatible with the existing variety of light industrial, commercial, and residential uses in the project area. Other residential uses are adjacent (or close) to the project site. Residential buildings are directly adjacent to the project site on both Howard and Natoma Streets. A five-story residential building is located on the southwest corner of Natoma and Eighth Streets and another five-story residential building was recently constructed on the northeast corner of Howard and Eighth Streets. Further, while the construction of the proposed project would introduce new residents onto the project site, light industrial and commercial uses have co-existed with residential uses for many years in the same area.

Land use impacts are considered to be significant if they disrupt or divide the physical arrangement of an established community, or if they have a substantial impact upon the existing character of the vicinity. While the proposed project would represent a larger development at this site, the Department does not believe that the project would amount to a significant adverse land use impact. The proposed project would not disrupt or divide the physical arrangements of existing uses and activities that surround it. Those surrounding uses and activities would continue on their own sites and would interrelate with each other as they do presently, without significant disruption from the proposed project. Even at the proposed size, scale, and density, the proposed project would fit within the existing height limit and allowable residential density for the site. The type and use would also be generally consistent with prevailing land use in the vicinity, though at a higher density and scale. Nevertheless, that greater scale and density at this one particular site is not considered to be of such a size or magnitude that it would significantly alter the prevailing character of the area.

The area surrounding the project site consists of light industrial, commercial, and residential buildings that generally range from one to five stories, with heights of about 15 to 50 feet. The proposed building would be five stories in height and about 50 feet tall. At 50 feet, the proposed building would be about 10 to 30 feet taller than any adjacent buildings on either Howard or Natoma Streets. As mentioned above, a five-story residential structure exists on the same block of the project site and another five-story residential building was recently constructed on the northeast corner of Howard and Eighth Streets. Therefore, the proposed project would not be inconsistent with the size and character of other structures in the project area. In addition, the project would not result in the displacement of any businesses, since the building is currently vacant. Demolition of the existing structure would remove about 8,250 gsf of light-industrial building space from the City's overall supply. However, as indicated above, the project site is within an area that was designated for mixed-use housing under the interim zoning controls that were in effect from 1999-2001.

Overall, effects related to land use would not be significant. However, the EIR will discuss land use for context and informational purposes.

2) <u>Visual Quality</u>	- Could the Project:	<u>YES</u>	<u>NO</u>	<u>DISCUSSED</u>
(a)	Have a substantial, demonstrable negative aesthetic effect?	—	✓	✓
(b)	Substantially degrade or obstruct any scenic view or vista now observed from public areas?	—	✓	✓
(c)	Generate obtrusive light or glare substantially impacting other properties?	—	✓	✓

Building heights in the project block generally range from one to five stories. The proposed five-story building would be about 50 feet tall, approximately 15 to 30 feet taller than adjacent buildings on Howard Street and about 10 to 30 feet taller than adjacent buildings on Natoma Streets. Although taller than the adjacent buildings, the height of the proposed building would be consistent with buildings in the area, and would conform to the 50-foot height limit of this part of the SLR zoning district. The proposed project would not have a substantial, demonstrable negative aesthetic effect within its urban setting because of the large diversity of design in the nearby structures.

There is no existing scenic view or vista visible from the project site or its vicinity; therefore, the proposed project would not block or degrade any existing or public scenic views or vistas. Construction of the project could, however, partially block and would modify existing private views from buildings near the site. While this loss or change of views could be of concern to nearby property owners, and might be an issue worthy of discussion and consideration prior to the City's approval or disapproval of the project, it would not be considered a significant environmental effect since no scenic view currently observed from public areas would be substantially degraded.

The proposed building would not generate obtrusive light or glare because the proposed residential use would not generate substantially more light or glare than do the existing light industrial, commercial, and residential uses in the neighborhood. Furthermore, the project would comply with Planning Commission Resolution 9212, which prohibits the use of mirrored or reflective glass.

In view of the above, the proposed project would not result in a significant effect regarding Visual Quality and no further discussion is required in the EIR.

3) **Population** - Could the Project:

	<u>YES</u>	<u>NO</u>	<u>DISCUSSED</u>
(a) Induce substantial growth or concentration of population?	—	✓	✓
(b) Displace a large number of people (involving either housing or employment)?	—	✓	✓
(c) Create a substantial demand for additional housing in San Francisco, or substantially reduce the housing supply?	—	✓	✓

The addition of 18 residential units to the project site would increase the population on the site by about 34 persons (2000 Census figures for Tract 178.01 show an average persons per household of 1.90). While potentially noticeable to the immediately adjacent neighbors, the increase in population on the site resulting from the proposed development would not substantially increase the existing area-wide population, since the project area is a dense and populated urban area with existing light industrial, commercial, and residential uses.

The building is currently vacant and there would be no direct displacement of any employees. The building on the project site does not currently contain any housing; therefore, no residents would be displaced as a result of project implementation.

In conclusion, population effects would be less than significant and will not be discussed in the EIR.

4) <u>Transportation/Circulation</u> - Could the Project:	<u>YES</u>	<u>NO</u>	<u>DISCUSSED</u>
(a) Cause an increase in traffic which is substantial in relation to the existing traffic load and capacity of the street system?	—	✓	✓
(b) Interfere with existing transportation systems, causing substantial alterations to circulation patterns or major traffic hazards?	—	✓	✓
(c) Cause a substantial increase in transit demand which cannot be accommodated by existing or proposed transit capacity?	—	✓	✓
(d) Cause a substantial increase in parking demand which cannot be accommodated by existing parking facilities?	—	✓	✓

The project site is a through-lot located about mid-block on the block bounded by Eighth, Howard, Ninth, and Natoma Streets. Howard, Eighth, and Ninth Streets are all designated as Major Arterials and Freight Traffic Routes in the *General Plan* within the project vicinity. Furthermore, Ninth Street is identified as a Neighborhood Connection Street in the *General Plan*. Natoma Street is designated as a Local Street in the *General Plan*.

Natoma Street is an east-west alleyway located between Mission and Howard Streets with one lane of westbound traffic and parking on the south side of the street on the project block. Eighth Street is a one-way four-lane southbound street with on-street parking on both sides of the street. Ninth Street is a one-way street with four lanes of northbound traffic with parking on both sides of the street. There is a peak-period tow-away zone (from 4:00 to 7:00 p.m.) on the east curb of Ninth Street between Folsom and Howard and on both sides between Howard and Mission Streets. Howard Street is a one-way street with four lanes of traffic westbound with on-street parking on both sides of the street. On-street parking on Howard Street is prohibited along the north curb during the PM peak period (4:00 to 6:00 p.m.) to provide a fifth, peak-period traffic lane.

Traffic

Based on the trip rate for residential use in the Planning Department's *Transportation Impact Analysis Guidelines for Environmental Review* (October 2002), the proposed project would generate an estimated average daily 155 person-trips, including about 27 daily person-trips during the p.m. peak hour. These 27 p.m. peak-hour person-trips would be distributed among various modes of transportation, including six automobile person-trips, 11 public transit trips, nine walking trips, and one trip by other means that include bicycling and motorcycles. Mode split data for residential use were obtained from the 2000 Census "Journey to Work" figures. Using a vehicle occupancy rate of 1.37 persons/vehicle (from 2000 Census), the proposed residential use would generate approximately four vehicle-trips during the p.m. peak-hour.

The estimated project-generated increase of four vehicle-trips during the p.m. peak hour would not be considered a substantial traffic increase relative to the existing capacity of the local street system. The change in traffic in the project area as a result of the proposed project would be undetectable to most drivers, although it could be noticeably to those immediately adjacent. The proposed project would add a small increment to the cumulative long-term traffic increase on the local roadway network in the neighborhood and to other land use and development changes in the region.

Transit

The estimated 11 p.m. peak-hour project trips utilizing public transit would be distributed among the public transit lines providing service to the vicinity of the project site. The San Francisco Municipal Railway's (MUNI) transit lines 19-Polk, 14-Mission, 14L-Mission Limited, and 26-Valencia serve the vicinity of the project site. The 19-Polk (outbound) bus stop is located on the corner of Eight and Howard Streets, approximately 500 feet walking distance to the north of the project site. The 14, 14L, and 26 bus stops are located at Mission and both Eighth and Ninth Streets, approximately 500 feet and 550 feet, respectively, to the north of the project site. Additionally, the Civic Center BART (Bay Area Rapid Transit) station is located on Market and Eighth Streets, approximately 1,100 feet walking distance to the north of the project site.

The estimated 11 p.m. peak-hour transit trips would be distributed among the immediate MUNI transit lines. The 11 project-generated peak hour transit trips spread among the peak hour local transit vehicles serving these routes would yield an average increase of less than one new rider per transit vehicle. The increase in transit demand associated with the proposed project would not have a significant or noticeable impact upon transit services in the project area or affect transit operations.

Parking

Currently, parking is allowed on both sides of Howard, Eighth, and Ninth Streets, and on the south side of Natoma Street with certain times (two-hour intervals) designated for street cleaning and other times for PM peak-period traffic. Section 151 of the Planning Code, Table 151, requires one off-street parking space for each dwelling unit in the SLR zoning district, for a parking requirement of 18 spaces for the proposed project. The proposed project would meet this requirement by providing 18 off-street parking spaces.

The proposed residential use would create a parking demand of about 23 daily spaces. Taking the 18 on-site parking spaces into account, the proposed project would produce a total deficit of about five daily spaces. Given the relatively small unmet parking demand (i.e., five daily spaces) and the relatively brief period of time when such a deficit would occur, the increased demand would not substantially alter the existing nature of the area-wide parking situation.

Loading

The proposed project would generate a total of about one service vehicle stop per day. Average and peak hour (10:00 a.m. to 1:00 p.m.) loading demand for the proposed project would be substantially less than one space per hour. No off-street freight loading spaces are required pursuant to Planning Code Section 152.1, Table 152.1, and none are proposed. Traffic flow on Howard Streets could occasionally be impeded by parked service vehicles double parking, however, due to the project's low (fewer than one stop per hour) service-call generation and existing loading spaces available on Howard Street, the effect on traffic flow would be considered less than significant.

Pedestrian and Bicycle Conditions

Sidewalks in the project vicinity have substantial excess capacity at present. Pedestrian activity would increase as a result of the project, but not to a degree that could not be accommodated on local sidewalks or that would result in safety concerns. Bicycle Routes 30 (on Howard Street) and 23 (on Eighth Street) exists within the project vicinity.

With the current bicycle and traffic volumes on Howard Street, bicycle travel generally occurs without major impedances or safety problems. The proposed project would result in an increase in the number of vehicles in the vicinity of the project site. However, this increase (four vehicle-trips during the p.m. peak-hour) would not be substantial enough to affect bicycle travel in the area or create hazardous conditions for bicyclists.

Construction Impacts

Construction of the proposed project might temporarily affect traffic and parking conditions in the vicinity of the project site. During the construction period, temporary and intermittent traffic and transit impacts would result from truck movements to and from the project site. Truck movements during periods of peak traffic flow would have greater potential to create conflicts than during non-peak hours because of the greater numbers of vehicles on the streets during the peak hour that would have to maneuver around queued trucks. The proposed project would be expected to result in a peak average daily number of about three truck trips. Even were they to occur during the peak hours, these trips would not significantly impact traffic conditions in the project area.

The project sponsor anticipates that they would not apply for any sidewalk, travel lane, or parking lane closures. From time to time, the project sponsor may request closure of a traffic lane to accommodate certain types of deliveries. Lane and sidewalk closures are subject to review and approval by the Department of Public Works (DPW).

During the demolition and foundation phases of construction, the construction workers would have to compete for on-street and off-street parking in the neighborhood. Once the parking garage level is completed, it would be used for parking for construction workers and material storage. Temporary parking demand from construction workers' vehicles and impacts on local intersections from construction worker traffic would occur in proportion to the number of construction workers who would use automobiles. The most intensive construction phases of the project (i.e., the building finish phase) would result in about eight to ten construction workers per day. Parking of construction workers' vehicles would occur in on-street parking spaces in the project vicinity. Although construction workers may have to circulate on streets in the vicinity of the project site to find available parking, the anticipated parking deficit would not substantially change the capacity of the existing street system or alter the existing parking conditions in the area.

Based on the analysis above, no significant physical environmental effects on Traffic/Circulation would occur, and these issues require no further analysis in the EIR.

5) <u>Noise</u> - Could the Project:	<u>YES</u>	<u>NO</u>	<u>DISCUSSED</u>
(a) Increase substantially the ambient noise levels for adjoining areas?	—	✓	✓
(b) Violate Title 24 Noise Insulation Standards, if applicable?	—	✓	✓
(c) Be substantially impacted by existing noise levels?	—	✓	✓

The urban setting of the project areas includes numerous potential sources of noise. Based on published scientific acoustic studies, the traffic volumes in a project area would need to approximately double to produce an increase in

ambient noise levels noticeable to most people in the area. Given that the proposed development would not cause a doubling in traffic volumes, the proposed project would not cause a noticeable increase in the ambient noise level in the project vicinity.

The proposed project would include mechanical equipment, such as air conditioning units and chillers, which could produce operational noise. These operations would be subject to the San Francisco Noise Ordinance, Article 29 of the San Francisco Police Code. Compliance with Article 29, Section 2909, would minimize noise from building operations. Therefore, effects related to operational noise would not be significant.

Title 24 of the California Code of Regulations establishes uniform noise insulation standards for residential projects. The Department of Building Inspection would review the final building plans to insure that the building wall and floor/ceiling assemblies meet State standards regarding sound transmission.

Construction of the proposed project would temporarily increase noise in the site vicinity. Construction equipment would generate noise and possibly vibrations that could be considered an annoyance by occupants of nearby properties. There may be times when noise could interfere with indoor activities in nearby residential, light industrial, and commercial uses adjacent to the project site. The nearest sensitive receptors to the proposed project would be the residential uses located adjacent to the project site. Noise impacts could be intermittently disruptive or annoying to persons nearby, however, they would be temporary in nature and limited to the period of construction.

All construction activities would be conducted in compliance with the San Francisco Noise Ordinance (Article 29 of the San Francisco Police Code). The Noise Ordinance requires that: (1) noise levels of construction equipment, other than impact tools, must not exceed 80 decibels (measured as dBA; a unit of measure for sound where "A" denotes use of the A-weighted scale, which simulates the response to the human ear to various frequencies of sound) at a distance of 100 feet from the source; (2) impact tools must have intake and exhaust mufflers that are approved by the Director of the Department of Public Works to best accomplish maximum noise reduction; and (3) if the noise from the construction work would exceed the ambient noise levels at the property line of the site by five dBA, the work must not be conducted between 8:00 p.m. and 7:00 a.m., unless the Director of the Department of Public Works authorizes a special permit for conducting the work during that period. Project demolition and construction would comply with the Noise Ordinance.

Compliance with the Noise Ordinance is required by law and would reduce any impacts to a less-than-significant level. Therefore, noise from the proposed project would not be a significant environmental impact and will not be discussed in the EIR.

6) <u>Air Quality/Climate</u> - Could the Project:	<u>YES</u>	<u>NO</u>	<u>DISCUSSED</u>
(a) Violate any ambient air quality standard or contribute substantially to an existing or projected air quality violation?	—	✓	✓
(b) Expose sensitive receptors to substantial pollutant concentrations?	—	✓	✓
(c) Permeate its vicinity with objectionable odors?	—	✓	—
(d) Alter wind, moisture or temperature (including sun shading effects) so as to substantially affect public areas, or change the climate either in the community or region?	—	✓	✓

Air Quality

The Bay Area Air Quality Management District (BAAQMD) has established thresholds for projects requiring detailed air quality analysis. These thresholds are based on the minimum size of projects that the District considers capable of producing air quality problems due to vehicular emissions. The proposed project would not exceed this minimum standard. Therefore, no significant air quality impacts due to vehicular emissions would be generated by the proposed development.

Construction emissions would occur in short term and temporary phases, but they could still cause adverse effects on local air quality. The Bay Area Air Quality Management District (BAAQMD), in its CEQA Guidelines, has developed an analytical approach that obviates the need to quantitatively estimate these emissions. Instead, BAAQMD has identified a set of feasible PM₁₀ control measures for construction activities. The proposed project would include a measure (Mitigation Measure 1, pages 22-23) which would implement the appropriate BAAQMD measures by requiring the project contractor to water the site (with reclaimed water), cover soil and other materials, cover the trucks, and to sweep the streets to minimize dust generation during storage, and transportation; the contractor would also minimize vehicle emissions through prohibiting idling of motors and by implementing a maintenance program. Because the proposed project would include these mitigation measures, it would not cause significant construction-related air quality effects.

Shadows

Section 295 of the San Francisco Planning Code was adopted in response to Proposition K (passed in November 1984) in order to protect certain public open spaces from shadowing by new structures during the period between one hour after sunrise and one hour before sunset, year-round. Section 295 restricts new shadow upon public spaces under the jurisdiction of the Recreation and Park Department by any structure exceeding 40 feet unless the City Planning Commission finds the impact to be insignificant. To determine whether this project would conform to Section 295, a shadow fan analysis was prepared by the Planning Department. This analysis determined that the project shadow would not shade public areas subject to Section 295¹. Because of the proposed building height and the configuration of existing buildings in the vicinity, the net new shading which would result from the proposed construction would be limited in scope, and would not increase the total amount of shading above levels which are common and generally accepted in urban areas.

¹ A copy of the shadow fan analysis is available for review by appointment at the Planning Department, 1660 Mission Street, as part of case file 2002.0954K.

Wind

Wind impacts are generally caused by large building masses extending substantially above their surroundings, and by buildings oriented such that a large wall catches a prevailing wind, particularly if such a wall includes little or no articulation. The proposed project would add approximately 20-30 feet in height to the existing building height and would not result in a structure that would be substantially taller than nearby buildings. Therefore, the proposed project would not result in adverse effects on ground-level winds.

Based on the above discussion, no further analysis regarding Air Quality/Climate is required in the EIR.

7) <u>Utilities/Public Services</u> - Could the Project:	<u>YES</u>	<u>NO</u>	<u>DISCUSSED</u>
(a) Breach published national, state or local standards relating to solid waste or litter control?	—	✓	—
(b) Extend a sewer trunk line with capacity to serve new development?	—	✓	—
(c) Substantially increase demand for schools, recreation or other public facilities?	—	✓	—
(d) Require major expansion of power, water, or communications facilities?	—	✓	✓

Utilities and public services are already provided in the project area. The proposed project would incrementally increase demand for and use of public services and utilities on the site, but not in excess of amounts expected and already provided for in the area. The project-generated demand for electricity would be negligible in the context of overall demand within San Francisco and the State, and would not in and of itself require a major expansion of power facilities. Thus, the proposed project would not be expected to have a measurable impact on public services or utilities and will not be discussed in the EIR.

8) <u>Biology</u> - Could the Project:	<u>YES</u>	<u>NO</u>	<u>DISCUSSED</u>
(a) Substantially affect a rare or endangered species of animal or plant or the habitat of the species?	—	✓	✓
(b) Substantially diminish habitat for fish, wildlife or plants, or interfere substantially with the movement of any resident or migratory fish or wildlife species?	—	✓	✓
(c) Require removal of substantial numbers of mature, scenic trees?	—	✓	✓

The project site is covered completely by the existing building. There are no sensitive trees or other vegetation on the site. The project would not affect any threatened, rare, or endangered animal or plant life or habitat, nor would it interfere with any resident or migratory species. Therefore, there would be no significant impact in this area and no further analysis is required in the EIR.

9) <u>Geology/Topography</u> - Could the Project:	<u>YES</u>	<u>NO</u>	<u>DISCUSSED</u>
(a) Expose people or structures to major geologic hazards (slides, subsidence, erosion and liquefaction).	—	✓	✓
(b) Change substantially the topography or any unique geologic or physical features of the site?	—	✓	✓

The *San Francisco General Plan* Community Safety Element contains maps that show areas of the City subject to geologic hazards. The project site is located in an area subject to groundshaking from earthquakes along the San Andreas and Northern Hayward Faults and other faults in the San Francisco Bay Area (Maps 2 and 3 of the Community Safety Element). The project site is located in an area of potential liquefaction (Map 4), a Seismic Hazards Study Zone (SHSZ) designated by the California Division of Mines and Geology.

The Department of Building Inspection (DBI) will review the final building plans. In reviewing building plans, the DBI refers to a variety of information sources to determine existing hazards and assess requirements for mitigation. Sources reviewed include maps of special geologic study areas and known landslide areas in San Francisco, as well as the building inspectors' working knowledge of areas of special geologic concern. For any development proposal in an area of liquefaction potential, the DBI will, in its review of the building permit application, require the project sponsor to prepare a geotechnical report pursuant to the State Seismic Hazards Mapping Act. Therefore, potential damage to structures from geotechnical hazards on a project site would be mitigated through DBI requirement for a geotechnical report and review of the building permit application pursuant to DBI implementation of the Building Code (Improvement Measure 1, see page 24).

The project site is not in an area subject to landslide, tsunami run-up, or reservoir inundation hazards (Maps 5, 6, and 7 in the Community Safety Element). The proposed project would not alter the topography of the project site.

In view of the above, the proposed project would not have a significant effect on geography or topography and will be discussed further in the EIR.

10) <u>Water</u> - Could the Project:	<u>YES</u>	<u>NO</u>	<u>DISCUSSED</u>
(a) Substantially degrade water quality, or contaminate a public water supply?	—	✓	✓
(b) Substantially degrade or deplete ground water resources, or interfere substantially with ground water recharge?	—	✓	✓
(c) Cause substantial flooding, erosion or siltation?	—	✓	—

The project site is completely covered by the existing building. The project would not change the amount of impervious surface area, and would not measurably affect current runoff or groundwater. Therefore, neither groundwater resources nor runoff and drainage would be adversely affected.

Project-related wastewater and storm water would continue to flow to the City's combined sewer system and would be treated to standards contained in the City's National Pollutant Discharge Elimination System (NPDES) Permit for the

Southeast Water Pollution Control Plant prior to discharge. During operations, the proposed project would comply with all local wastewater discharge requirements. Therefore, the proposed project would not substantially degrade water quality and requires no further analysis in the EIR.

11) <u>Energy/Natural Resources</u>	- Could the Project:	<u>YES</u>	<u>NO</u>	<u>DISCUSSED</u>
(a)	Encourage activities which result in the use of large amounts of fuel, water, or energy, or use these in a wasteful manner?	—	✓	✓
(b)	Have a substantial effect on the potential use, extraction, or depletion of a natural resource?	—	✓	—

The proposed project would meet current state and local codes concerning energy consumption, including Title 24 of the California Code of Regulations enforced by the Department of Building Inspection. For this reason, it would not cause a wasteful use of energy, and the proposed project's effects on energy consumption would not be significant and will not be discussed in the EIR.

12) <u>Hazards</u>	- Could the Project:	<u>YES</u>	<u>NO</u>	<u>DISCUSSED</u>
(a)	Create a potential public health hazard or involve the use, production or disposal of materials which pose a hazard to people or animal or plant populations in the area affected?	—	✓	✓
(b)	Interfere with emergency response plans or emergency evacuation plans?	—	✓	✓
(c)	Create a potentially substantial fire hazard?	—	✓	✓

Soil and Groundwater

The project site does not appear on the State of California Hazardous Waste and Substances Sites List. No excavation is proposed for the proposed project, which, therefore, would not disturb surface or subsurface soil or groundwater at the project site. Therefore, the proposed project would not have an adverse significant effect on soil or groundwater.

Hazardous Materials

The proposed project would involve residential development that would require relatively small quantities of hazardous materials for routine household purposes during operation. These commercial products are labeled to inform users of potential risks and to instruct them in appropriate handling and disposal procedures. Most of these materials are consumed through use, resulting in relatively little waste. Because of the relatively small size of the proposed development, large amounts of hazardous would not be expected. For these reasons, hazardous materials use as a result of the proposed project would not pose any unusual risk to public health or the environment.

Lead-Based Paint

The existing building located on the project site was constructed in the 1924. Due to this construction date, lead-based paint may potentially be present in the building, which would be demolished as part of the proposed project.

Demolition must comply with Chapter 36 of the San Francisco Building Code, Work Practices for Exterior Lead-Based Paint. Where there is any work that may disturb or remove lead-based paint on the exterior of any building built prior to December 31, 1978, Chapter 36 requires specific notification and work standards, and identifies prohibited work methods and penalties.

Chapter 36 applies to buildings or steel structures on which original construction was completed prior to 1979 (these structures are assumed to have lead-based paint on their surfaces), where more than ten total square feet of lead-based paint would be disturbed or removed. The ordinance contains performance standards, including establishment of containment barriers, at least as effective at protecting human health and the environment as those in the Department of Housing and Urban Development (HUD) Guidelines (the most recent Guidelines for Evaluation and Control of Lead-Based Paint Hazards) and identifies prohibited practices that may not be used in disturbance or removal of lead-based paint. Any person performing work subject to the ordinance shall make all reasonable efforts to prevent migration of lead paint contaminants beyond containment barriers during the course of the work, and any person performing regulated work shall make all reasonable efforts to remove all visible lead paint contaminants from all regulated areas of the property prior to completion of the work

The ordinance also includes notification requirements, contents of notice, and requirements for signs. Notification includes notifying bidders for the work of any paint inspection reports verifying the presence or absence of lead-based paint in the regulated area of the proposed project. Prior to commencement of work, the responsible party must provide written notice to the Director of the Department of Building Inspection of the location of the project; the nature and approximate square footage of the painted surface being disturbed and/or removed; anticipated job start and completion dates for the work; whether the responsible party has reason to know or presume that lead-based paint is present; whether the building is residential or nonresidential, owner-occupied or rental property, approximate number of dwelling units, if any; the dates by which the responsible party has or will fulfill any tenant or adjacent property notification requirements; and the name, address, telephone number, and pager number of the party who will perform the work. (Further notice requirements include Sign When Containment is Required, Notice by Landlord, Required Notice to Tenants, Availability of Pamphlet related to protection from lead in the home, Notice by Contractor, Early Commencement of Work [by Owner, Requested by Tenant], and Notice of Lead-Contaminated Dust or Soil, if applicable.) The ordinance contains provisions regarding inspection and sampling for compliance by DBI, and enforcement, and describes penalties for non-compliance with the requirements of the ordinance.

These regulations and procedures established by the San Francisco Building Code would ensure that potential impacts associated with lead-based paint disturbance during construction activities would be reduced to a level of insignificance.

Asbestos

As the existing buildings that are proposed to be demolished were constructed about 1924, asbestos materials may be found within it. Section 19827.5 of the California Health and Safety Code, adopted January 1, 1991, requires that local agencies not issue demolition or alteration permits until an applicant has demonstrated compliance with notification requirements under applicable Federal regulations regarding hazardous air pollutants, including asbestos. The Bay Area Air Quality Management District (BAAQMD) is vested by the California legislature with authority to

regulate airborne pollutants, including asbestos, through both inspection and law enforcement, and is to be notified ten days in advance of any proposed demolition or abatement work.

Notification includes the names and addresses of operations and persons responsible; description and location of the structure to be demolished/altere d including size, age and prior use, and the approximate amount of friable asbestos; scheduled starting and completion dates of demolition or abatement; nature of planned work and methods to be employed; procedures to be employed to meet BAAQMD requirements; and the name and location of the waste disposal site to be used. The District randomly inspects asbestos removal operations. In addition, the District will inspect any removal operation when a complaint has been received.

The local office of the State Occupational Safety and Health Administration (OSHA) must be notified of asbestos abatement to be carried out. Asbestos abatement contractors must follow state regulations contained in 8CCR1529 and 8CCR341.6 through 341.14 where there is asbestos-related work involving 100 square feet or more of asbestos-containing material. Asbestos removal contractors must be certified as such by the Contractors Licensing Board of the State of California. The owner of the property where abatement is to occur must have a Hazardous Waste Generator Number assigned by and registered with the Office of the California Department of Health Services in Sacramento. The contractor and hauler of the material are required to file a Hazardous Waste Manifest which details the hauling of the material from the site and the disposal of it. Pursuant to California law, the DBI would not issue the required permit until the applicant has complied with the notice requirements described above.

These regulations and procedures, already established as a part of the permit review process, would insure that any potential impacts due to asbestos would be reduced to a level of insignificance.

Fire Hazards

San Francisco ensures fire safety primarily through provisions of the Building Code and the Fire Code. Existing and new buildings are required to meet standards contained in these codes. In addition, the final building plans for any new residential project greater than two units are reviewed by the San Francisco Fire Department (as well as the Department of Building Inspection) in order to ensure conformance with these provisions. The proposed project would conform to these standards, which (depending on the building type) may also include development of an emergency procedure manual and an exit drill plan. In this way, potential fire hazards (including those associated with hydrant water pressure and emergency access) would be mitigated during the permit review process.

In view of the above, the proposed would have no significant impacts related to hazards and will not be discussed in the EIR.

13) <u>Cultural</u> - Could the Project:	<u>YES</u>	<u>NO</u>	<u>DISCUSSED</u>
(a) Disrupt or adversely affect a prehistoric or historic archaeological site or a property of historic or cultural significance to a community or ethnic or social group; or a paleontological site except as a part of a scientific study?	—	✓	✓
(b) Conflict with established recreational, educational, religious or scientific uses of the area?	—	✓	✓
(c) Conflict with the preservation of buildings subject to the provisions of Article 10 or Article 11 of the City Planning Code?	<u>To be Determined</u>		

Archeological Resources

Factors considered in determining the potential for encountering archaeological resources include the location, depth, and the amount of excavation proposed, as well as any existing information about known resources in the area. Construction of the proposed project would involve demolition of the existing building, which covers the entire site, and no excavation. The only soil disturbance will be for the foundation (matt footing) of the proposed residential building. The project site is in an area where previous site disturbance has taken place for street grading and for construction of the existing building. Because the potential for a significant effect is unknown, the project sponsor has agreed to implement Mitigation Measure 2, pages 23 and 24, to avoid any potential adverse impacts accidentally buried or submerged historical resources as defined in CEQA Guidelines Section 15064.5(a)(c). Archeological resources will not be discussed further in the EIR.

Architectural Resources

The project site currently has three buildings – one building fronting on 1234 Howard Street and two warehouse buildings fronting on Natoma Street. The existing building that fronts on Howard Street is rated Category III – Contributory Building in Article 11 of the San Francisco Planning Code (Preservation of Buildings and Districts of Architectural, Historic, and Aesthetic Importance). Buildings in the vicinity of the project site were surveyed between 1974 and 1976 as part of City-sponsored citywide inventory of architecturally significant buildings. The inventory assessed the architectural significance of 10,000 surveyed structures from the standpoint of overall design and particular design features. Both contemporary and older buildings were included and each building was numerically rated according to its overall architectural significance. The ratings ranged from a low of “0” to a high of “5.” Factors considered included architectural significance, urban design context, and overall environmental significance. The existing building fronting on Howard Street was assigned a rating of “2.” The two-story building fronting on Howard Street is also rated by The Foundation for San Francisco’s Architectural Heritage as “B,” indicating that according to Heritage’s evaluation system, it is a building of “Major Importance.”

The building fronting on Howard Street is not listed under Article 10 of the Planning Code, which concerns sites such as designated City Landmarks and buildings within Historic District. The other two buildings fronting on Natoma Street are not listed under Article 10 or Article 11 of the Planning Code. None of the three buildings proposed to be demolished are listed in the National Register of Historic Places or the California Register of Historical Resources.

Given the relatively high ratings the existing building fronting on Howard Street has received by a number of different resources, alteration of the building fronting on Howard Street, as proposed, has the potential to cause a significant adverse affect to a historical architectural resource. The EIR will describe the history, architects, architectural character, and significance of the building and other buildings on the project site. The EIR will include standards for retention of architectural character and appropriateness of new design, consistent with the Secretary of the Interior's Standards for Rehabilitation of Historic Buildings.

C. <u>OTHER</u> - Could the Project:	<u>YES</u>	<u>NO</u>	<u>DISCUSSED</u>
Require approval and/or permits from City Departments other than Department of City Planning or Bureau of Building Inspection, or from Regional, State or Federal Agencies?	—	✓	—

D. <u>MITIGATION, IMPROVEMENT, AND OTHER MEASURES</u>	<u>YES</u>	<u>NO</u>	<u>N/A</u>	<u>DISCUSSED</u>
1) Could the project have significant effects if mitigation measures are not included in the project?	✓	—	—	✓
2) Are all mitigation measures necessary to eliminate significant effects included in the project?	✓	—	—	✓

In the course of project planning and design, measures have been identified that would reduce or eliminate potential environmental impacts of the project. Some of these measures have been, or would be, adopted by the project sponsor and, therefore, are proposed as part of the project; some are under consideration. Measures discussed below are divided into two categories: (1) measures that would avoid potentially significant impacts and (2) measures proposed to improve projects effects that would not be considered significant impacts. Implementation of some measures may be the responsibility of public agencies.

Mitigation Measures

The following mitigation measures are necessary to avoid potential significant effects of the project.

Mitigation Measure 1 - Construction Air Quality

The project sponsor would require the contractor(s) to spray the site with water during demolition and construction activities; spray unpaved construction areas with water at least twice per day; cover stockpiles of soil, sand, and other material; cover trucks hauling debris, soils, sand, or other such material; and sweep surrounding streets during demolition, excavation, and construction at least once per day to reduce particulate emissions.

Ordinance 175-91, passed by the Board of Supervisors on May 6, 1991, requires that non-potable water be used for dust control activities. Therefore, the project sponsor would require that the contractor(s) obtain reclaimed water from the Clean Water Program for this purpose. The project sponsors would require the project contractor(s) to maintain and operate construction equipment so as to minimize exhaust emissions of particulates and other pollutants, by such means as a prohibition on idling motors when equipment is not in use or when trucks are waiting in queues, and

implementation of specific maintenance programs to reduce emissions for equipment that would be in frequent use for much of the construction period.

Mitigation Measure 2 - Archaeological Resources

The following mitigation measure is required to avoid any potential adverse effect from the proposed project on accidentally discovered buried or submerged historical resources as defined in *CEQA Guidelines* Section 15064.5(a)(c). The project sponsor shall distribute the Planning Department's archaeological resource "ALERT" sheet to the project prime contractor; to any project subcontractor (including demolition, excavation, grading, foundation, pile driving, etc. firms); or utilities firm involved in soils disturbing activities within the project site. Prior to any soils disturbing activities being undertaken each contractor is responsible for ensuring that the Alert Sheet is circulated to all field personnel including, machine operators, field crew, pile drivers, supervisory personnel, etc. The Head Forman or other responsible party shall provide the Environmental Review Officer (ERO) with a signed affidavit to the ERO confirming that all field personnel have received copies of the Alert Sheet.

Should any indication of an archeological resource be encountered during any soils disturbing activity of the project, the project Head Forman and/or project sponsor shall immediately notify the ERO and shall immediately suspend any soils disturbing activities in the vicinity of the discovery until the ERO has determined what additional measures, if any, should be undertaken.

If the ERO determines that an archeological resource may be present within the project site, the project sponsor shall retain the services of a qualified archeological consultant. The archeological consultant shall advise the ERO as to whether the discovery is an archeological resource, retains sufficient integrity, and is of potential scientific/historical/cultural significance. If an archeological resource is present, the archeological consultant shall identify and evaluate the archeological resource. The archeological consultant shall make a recommendation as to what action, if any, is warranted. Based on this information, the ERO may require, if warranted, specific additional measures to be implemented by the project sponsor.

Measures might include: preservation in situ of the archeological resource; an archaeological monitoring program; or an archeological testing program. If an archeological monitoring program or archeological testing program is required, it shall be consistent with the Major Environmental Analysis (MEA) division guidelines for such programs. The ERO may also require that the project sponsor immediately implement a site security program if the archeological resource is at risk from vandalism, looting, or other damaging activities.

The project archeological consultant shall prepare a Final Archeological Resources Report (FARR) evaluating the historical importance of the archeological resource and describing the archeological and historical research methods employed in the archeological monitoring/data recovery program(s). Information that may put at risk any archeological resource shall be provided in a separate removable insert within the final report.

Copies of the Draft FARR shall be sent to the ERO for review and approval. Once approved by the ERO, copies of the FARR shall be distributed as follows: California Archaeological Site Survey Northwest Information Center (1 copy) and the President of the Landmarks Preservation Advisory Board (1 copy). The Major Environmental Analysis division of the Planning Department shall receive three copies of the FARR along with copies of any formal site

recordation forms (CA DPR 523 series) and/or documentation for nomination to the National Register of Historic Places/California Register of Historical Resources. In instances of high public interest or interpretive value, the ERO may require a different final report content, format, and distribution than that presented above.

Improvement Measures

Improvement measures are utilized to further diminish effects of the project that were found through the environmental analysis to be less than significant impacts.

Improvement Measure 1 – Geotechnical Report Recommendations

The project sponsor shall incorporate the recommendations in the conclusions of the geotechnical investigation report for foundation options on the project site.

E. ALTERNATIVES

Alternatives to the proposed project will be defined further and described in the EIR. At a minimum, the alternatives analyzed in the EIR will include the following:

1. A No Project Alternative, in which the project site would remain in its existing condition.
2. A Preservation Alternative, in which the existing building fronting on Howard Street would be preserved and adaptively reused, consistent with the *Secretary of Interior's Standards for Rehabilitation of Historic Buildings*.

F. MANDATORY FINDINGS OF SIGNIFICANCE

YES NO DISCUSSED

- 1) Does the project have the potential to degrade the quality of the environment, substantially reduce the habitat of a fish or wildlife species, cause a fish or wildlife population to drop below self-sustaining levels, threaten to eliminate a plant or animal community, reduce the number or restrict the range of a rare or endangered plant or animal, or eliminate important examples of the major periods of California history or prehistory?
- 2) Does the project have the potential to achieve short-term, to the disadvantage of long-term, environmental goals?
- 3) Does the project have possible environmental effects which are individually limited, but cumulatively considerable? (Analyze in the light of past projects, other current projects, and probable future projects.)
- 4) Would the project cause substantial adverse effects on human beings, either directly or indirectly?

To be Determined

—	✓	—
—	✓	—
—	✓	—

The existing building fronting on 1234 Howard Street is a potentially significant historic architectural resource. The building would be altered as part of the proposed project, which could have a significant adverse impact on historic

resources. The EIR will describe the historic resources on the project site and discuss the potential impacts of the project on these resources.

G. ON THE BASIS OF THIS INITIAL STUDY

- ☐ I find the proposed project COULD NOT have a significant effect on the environment, and a NEGATIVE DECLARATION will be prepared by the Department of City Planning.
- ☐ I find that although the proposed project could have a significant effect on the environment, there WILL NOT be a significant effect in this case because the mitigation measures above have been included as part of the proposed project. A NEGATIVE DECLARATION will be prepared.
- ☒ I find that the proposed project MAY have a significant effect on the environment, and an ENVIRONMENTAL IMPACT REPORT is required.



Paul Maltzer
Environmental Review Officer

for

Gerald G. Green
Director of Planning

June 16, 2003
DATE

Appendix B

Historic Resource Evaluation Report



HISTORIC RESOURCE EVALUATION REPORT:
GUILFOY CORNICE WORKS
1234 HOWARD STREET
SAN FRANCISCO CALIFORNIA

PREPARED FOR
DAVID LESTER & PARTNERS
1234 HOWARD STREET
SAN FRANCISCO CALIFORNIA

PREPARED BY:
PATRICK MCGREW
MCGREW / ARCHITECTURE
THE HOBART BUILDING
582 MARKET STREET, SUITE 908
SAN FRANCISCO, CALIFORNIA 94104
415 981 3060
DECEMBER 1, 2003
CASE NUMBER: 2002.0954E



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EXECUTIVE SUMMARY

Background: A proposed project would demolish the 2-story building at 1234 Howard Street and replace it with a new five-story building on the site. The building to be demolished is a vacant industrial building totaling 8,250 gross square feet (gsf); the replacement building is a residential structure containing 33,604 gsf. The proposed new building will contain 18 dwelling units, each with a single off-street parking space.

Conclusion: The building at 1234 Howard Street is considered an historic resource for purposes of California Environmental Quality Act (CEQA) because of its inclusion in Article 11 of the Planning Code building, an adopted local registry. In this registry, the building was designated as a Contributory Building, Category III, "judged to be of Individual Importance" based upon a cumulative point score of 46 out of a possible 90. Cited were the building's relationship to the environment - rated "Very Good," and its architecture - rated "Good." Buildings rated 44 or less were considered to be of "contextual" rather than "individual" in importance. That the structure received its 'Very Good' rating because of its context confirms that the building's architectural value was secondary. As a result of a 1990 re-zoning to encourage projects such as that proposed here, the physical context of 1234 Howard has undergone considerable change. For a building whose primary value was its context, the result has been a significant diminution of that context. Additionally, the building's physical condition has deteriorated substantially since it was listed in Article 11, particularly in the sheet metal ornamentation which may be beyond repair. Additionally, the Natoma Street facade has been demolished, resulting in a further reduction of the building's integrity. When combined, the change in context and the loss of integrity might be seen as a *preponderance of evidence*¹ that is sufficient to reduce the building's Article 11 rating to a Category V. However, this determination that can be made only through a complicated appeal process that requires hearings before the Landmarks Board, the Planning Commission, and the Board of Supervisors. In the absence of such an appeal, it is the conclusion of this report that the building remains an historic resource under CEQA. As such, the proposed project results in the loss of an historic resource, a substantial adverse impact, for which there is no mitigation.

1. As request has been made for assistance from MEA in determining a definition for a 'preponderance of evidence' but to date, no definition has been forthcoming.

I. Introduction (Project Description)

In June 2003, David Lester & Partners, agents for owners of the subject property located at 1234 Howard / 729 Natoma Street commissioned McGrew / Architecture to compile an Historic Resource Evaluation Report (HRER) on the subject property. The project sponsors propose to demolish the existing structure and build a new five-story building on the site. The building to be demolished is a vacant industrial building totaling 8,250 gross square feet (gsf); the replacement building is a residential structure containing 33,604 gsf. The proposed new building will contain 18 dwelling units, each with a single off-street parking space.

The highest architectural / cultural rating for the existing structure is a Category III (Contributory) building under Article 11 of the San Francisco Planning Code. Such ratings indicate that a building is presumed to be an historical resource unless the preponderance of evidence demonstrates that it is neither architecturally nor culturally significant. As a presumed historical resource proposed for demolition, the Planning Department has requested additional background information. Under CEQA, changes to historic resources must comply generally with the *Secretary of the Interior's Treatment for Historic Properties*; otherwise the changes may constitute a significant adverse impact to the historic resource. Demolition of an historic resource does not comply with the *Secretary's Treatments*.

Is the Property an Historical Resource Under CEQA? The city of San Francisco has utilized a group of local, state and national ratings systems dating from the early 1960s to determine whether a building may be considered an historic resource. In order to clarify this situation, the Planning Department's Major Environmental Analysis (MEA) Section created a document entitled "CEQA Review Procedures for Historic Resources." The in-progress Draft dated September 22, 2003, organized the various ratings systems into four categories. The highest rating, Category A, includes lists of buildings that have been *officially determined* to be historic resources. MEA Category B includes *presumed* historical resources. MEA Category C includes properties requiring further consultation and review, and MEA Category D includes lists of buildings that are *not* considered to be historic resources. By virtue of listings in MEA Categories B and C, the value and contribution of 1234 Howard / 729 Natoma Street as an historic resource is re-evaluated in this report.

II. Background Building Description: 1234 Howard Street / 729 Natoma Street

A. Architecture (*Building description and significance as an example of structure's age, architect, use / type, style, interior and exterior materials and features, site, relative rarity and uniqueness, character-defining features and their relationship to the building's importance.*)

Age: The original 50-foot by 165-foot one story with mezzanine building was built in 1924²; the current Natoma Street facade was built in 1985 when 17 feet of the rear of the original building was demolished.³

Architect: The building was designed by an architect named Melville I. Schwartz, who is not among San Francisco's better-known architects (biographical information on Schwartz may be found in Appendix G). The building was constructed by Barrett and Hilp General Contractors. The 1985 demolition of the rear 17 feet of the Natoma Street end of the building and the replacement of the Natoma Street facade, was designed by Gordon Yue Kwan Hui, a civil engineer.

Use / type: The original 50-foot by 165-foot building was designed as one story plus mezzanine for an office and shop, a typical arrangement for light industrial use. The 1921 zoning for the area was light-industry.

2. *Building and Engineering News*, April 12, 1924, page 10, "Contract Awarded for Office and Shop."

3. Section 102.22 of the San Francisco Planning Code defines 'Principal Facade' as 'Exterior walls of a building which are adjacent to or front on a public street, park or plaza. Under this definition, the loss of the Natoma Street frontage constitutes the loss of a principal facade.'

Style: The building is an Industrial-style building that emphasizes the structural frame and the multi-paned industrial sash infill. The Howard Street facade is decorated with classically derived sheet metal ornament.

Relative rarity and uniqueness: The building type, of which 1234 Howard Street is an example, is commonly found in the South of Market area. Many, if not most, were designed by engineers, rather than architects, and generally are comparable to this building's size, scale, use, and degree of architectural decoration. A page of examples of buildings with similar characteristics in the South of Market neighborhood is included in Appendix I. As one of many, the existing structure cannot be considered particularly rare or unusual. It is buildings such as 1234 Howard that have traditionally defined the utilitarian character of this former industrial area. Although many exist, the area is not considered to be a conservation or historic district.

Exterior Description: The subject building's principal facades face onto Howard Street and Natoma Street. The Howard Street elevation is two stories tall, clad with sheet metal detailing that represents a stripped classicism. The facade is three bays wide, with full-height fluted sheet metal pilasters decorating the columns that separate the bays. The pilasters are gratuitous decoration since they support nothing. The pilaster capitals are variants of the Tuscan style featuring a plain abacus, egg-and-dart enriched ovolo molding, and a neck embellished with a central rosette. The pilasters rest upon a concrete plinth. The central bay is wider than the end bays and is further sub-divided into three parts by smaller stamped sheet-metal clad column covers which feature urns and arabesques in low relief. Surmounting this facade is a continuous cornice which projects slightly over each pilaster and features dentil and egg-and-dart moldings. A parapet at the central bay is flanked by transitional scrolls. Stylized urns terminate the two end pilasters. [Note: the preceding description of the facade decorations utilizes architecturally correct terminology that may connote undue importance for these sheet metal decorations. Had the decorative elements been carved from stone, cast in terra cotta, or fabricated from wood during an earlier epoch, their significance might be considerable. However, the facade reflects a 1920s version of a variety of classical details, derived from different periods and executed in what was the least expensive material of the time: sheet metal. The resulting pastiche does not approach the minimum level of refinement that would qualify the building as an architectural or cultural resource.]

Contrasting with the classically derived ornamentation that covers the structural frame are the steel sash industrial windows that completely in-fill the structural bays. The first and second floors are separated by solid spandrel panels. The second floor end bay glazing is sub-divided into three parts, symmetric eight-lite glazed openings that flank a 12-lite center panel. All are fixed glass except for awning panels in the second row of lites from the top. The end bays in this group are composed of 12-lite windows, while the center bay window is 16-lites.

The spandrels separating the first and second floors feature slightly recessed panels decorated with acanthus leaf molding. While the two end panels contain no signage, the center panel once contained signage that read "Guilfoyle Cornice Works" as indicated by the outline of these letters that remain. The first floor facade is similar to the second, except at the east end. A paneled residential overhead garage door fills the eastern end bay. A man-door fills the eastern panel of the center bay. While this appears to be the original entry door location, the existing doors are not original. The 24" tall base of the glazed bays is reinforced concrete, clad in painted cement plaster. Currently, plywood covers most of the first floor windows.

The Natoma Street facade is one story in expression, although about 18-feet in height. It is the result of a 1985 alteration that removed the rear 17 feet [nearly 10%] of the original structure. This recent elevation is faced with cement plaster and unadorned. Four openings penetrate the wall: two rolling metal vehicular doors centered symmetrically around two man-doors.

Character-defining features and their relationship to the building's importance: Most of the previous evaluations of this building attribute unjustified importance to the sheet metal decoration applied to the Howard Street facade. However, these evaluations are not consistent with the mainstream of critical architectural

thought. Architectural critics and historians see such decorative elements of this type, on buildings from this period, as irrelevant. The most significant features that 1234 Howard Street has in common with its architectural contemporaries is its bold rectangular grid of structural frame with an infill of industrial sash. These characteristics give the street walls of this part of San Francisco their rhythm, visual texture, and bold-grained appearance. The applied embellishments distract somewhat from the simplicity of the structural form of the building. Throughout this South of Market neighborhood, numerous examples of the form exist, differentiated only by the style of the applied decoration.

- **Structural Frame:** In the visual language of the building, the most significant feature is the structural frame. Typical of urban light-industrial buildings throughout San Francisco and the U. S. in the 1920s, buildings such as 1234 Howard Street emphasized the building's structure and relied more on economy and function, than decoration. This structural expression is emphasized by the percentage of solid to void found on the building's Howard Street facade. The building was built for \$12,000.
- **Steel windows:** A full compliment to the structural frame, the industrial sash in-fill glazing emphasizes the building's structural components and maximizes the amount of light brought into what would have otherwise been a dark and depressing industrial interior.
- **Sheet metal decoration:** 1234 Howard, and buildings like it, were essentially decorated boxes. The decorations are secondary to the essential qualities of the structural frame with glazed openings. That the gratuitous decoration was only thin painted sheet metal, indicates that little attempt was made to convince the viewer of the strength and stability of the building's "classical" detailing. In this instance, the decoration may have been an opportunity for Guilfooy to promote his product. But, it may also be a comment on the quality of the decoration, that is has now deteriorated extensively.



Figure 2 San Francisco has two prominent intact examples of sheet metal facades that programmatically illustrate the original function of the buildings to which they are applied. These buildings are the City Landmark Sheet Metal Workers Hall at 226 Guerrero Street, and the extant De Lucchi Sheet Metal Works at 1526 Powell Street, listed as Individually Significant in the North Beach Survey. If sheet metal decorations can be said to be important, these two building's set the standard for excellence for such work in San Francisco. Source: McGrew / Architecture

Interior description: 1234 Howard Street is essentially a tall one-story volume that functioned originally as the sheet metal fabrication shop. However, the Howard Street frontage reflects a two-story interior that extends to a depth of about fifteen feet. The lower level is currently configured as it was developed under the 1985 permit. No original finishes survive in the two floors of office space, and the shop space has been largely covered with contemporary materials.

B. History (Significance for association with or effective illustration of Events / Patterns, Persons, or Historical Context) The history of the subject property is evaluated in terms of National and California Registry eligibility beginning on Page 9, paragraph D.

1. *Events / Patterns:* The existing structure reflects a facet of San Francisco's post-WWI economic boom, but does not express that period in any particularly meaningful way. The building is not considered to be associated with events or patterns of importance.

2. *Persons*⁴: The Guilfooy Cornice Works was a San Francisco fabricator of architectural sheet metal from 1887 to 1995. 1234 Howard Street was the fourth of five locations for the company, and it is here that it was located for 61 of its 109 years (1924-1985). To place the firm and the Guilfoys in historical context, they were one of 93 sheet metal firms in the 1925 City Directory. Under their alphabetical listing was found the following information:

“Guilfooy Cornice Works (J A and T J Guilfooy), General Sheet metal Works, Skylights, Marquees,
Pacific Syphon Ventilators, Etc., Office and Works 1234 Howard Street
Guilfooy, John A (Mattie A; Guilfooy Cornice Wks) 2422 Howard
Guilfooy, Jas. R 952 Capp
Guilfooy, Nellie R 952 Capp
Guilfooy, Thos. J (Guilfooy Cornice Wks) h952 Capp”

James Guilfooy (c1867-1955), founder of the business, was born in County Wexford, Ireland and was raised in Baltimore, Maryland. After an apprenticeship in the sheet metal trade, he moved to San Francisco. He opened the first location of the company in San Francisco at 135 Second Street in June 1887. The operation was later moved to 229 Eighth Street only to be dynamited in an effort of fire prevention in the 1906 earthquake, which necessitated relocating the business to the family home for eighteen years. In 1924, Guilfooy's sons John and Thomas, had the new shop built at 1234 Howard Street. Cornice and sheet metal shops, like Guilfooy's and others, were among the many trades that fabricated elements of San Francisco's buildings. Among the firm's commissions for fabricating sheet metal, both ornamental and utilitarian, for historic now-buildings were projects at the World Fairs of 1915 and 1939, the Palace of Fine Arts, the Palace of the Legion of Honor, the Fairmont Hotel, San Francisco City Hall, the Old St. Mary's Cathedral on Van Ness Avenue, and the War Memorial Opera House.⁵

4. The “History” portion of this report is drawn largely from the Carey & Co. Historic Resource Evaluation of 1224 Howard, dates July 16, 2002.

5. Contemporary works of the firm consist of the Japanese Cultural Center, Crocker Plaza, Hilton Towers, Ames Research Center at Moffett Field, the Bank of America Headquarters, Grace Cathedral, Transamerica Pyramid, One Market Plaza, Four Embarcadero Center, 345 California, 456 Montgomery, 123 Mission, 71 Stevenson, and repairs to the dome and cornice for the City Centre Rotunda in Oakland. A contemporary honor to acknowledge Tom Guilfooy's contributions to the industry, the California Sheet Metal and Air Conditioning National Association (SMACNA) formed the Tom Guilfooy Memorial Architectural Sheet Metal Award in 1997. The annual award is presented to firms whose architectural sheet metal work enhances the quality of a building design.

James Guilfooy's grandsons Jack and Thomas Guilfooy sold 1234 Howard Street in 1986 and relocated the business to 801 Army Street. After 109 years as a family-owned operation, following Thomas Guilfooy's death in December 1995, his daughter Nancy Runser, sold the business. Although the Guilfooy family may have been well-known within the world of sheet metal fabricators, they are not widely known as figures in San Francisco history.

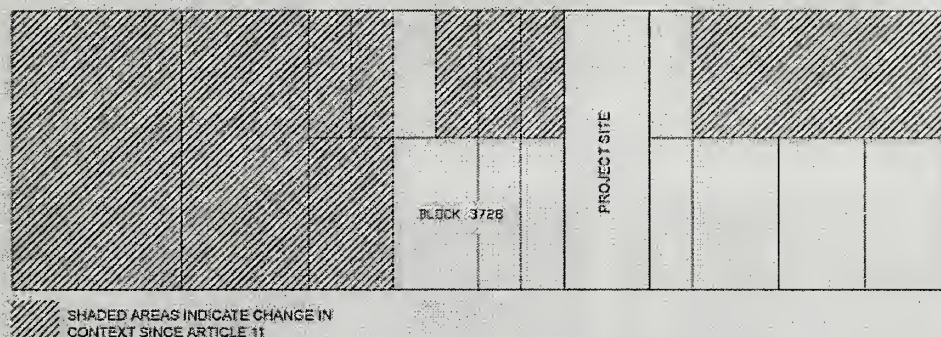


Figure 3 The block map above illustrates the change in context. The shaded areas represent the 44% of the site that has been demolished and rebuilt since the subject property was rated in Article 11 of the Planning Code.

Source: McGrew / Architecture

3. Historic Context: The South of Market area boundaries are usually considered to be Market Street to the north, Third Street to the east, King Street to the south and Eleventh Street to the west. Prior to major land fill operations that took place during the last quarter of the nineteenth century, the project site was within a couple of blocks from Mission Creek and its poor soil conditions. Due to the soil conditions and relative proximity to downtown, the South of Market became a mixed-use area that contained industrial and working-class residential properties. The 1906 earthquake and fire destroyed the Victorian-era South of Market structures. Following that catastrophe, the area was reconstructed almost exclusively as a light- industrial district, and was officially recognized as such with the zoning laws of 1921.

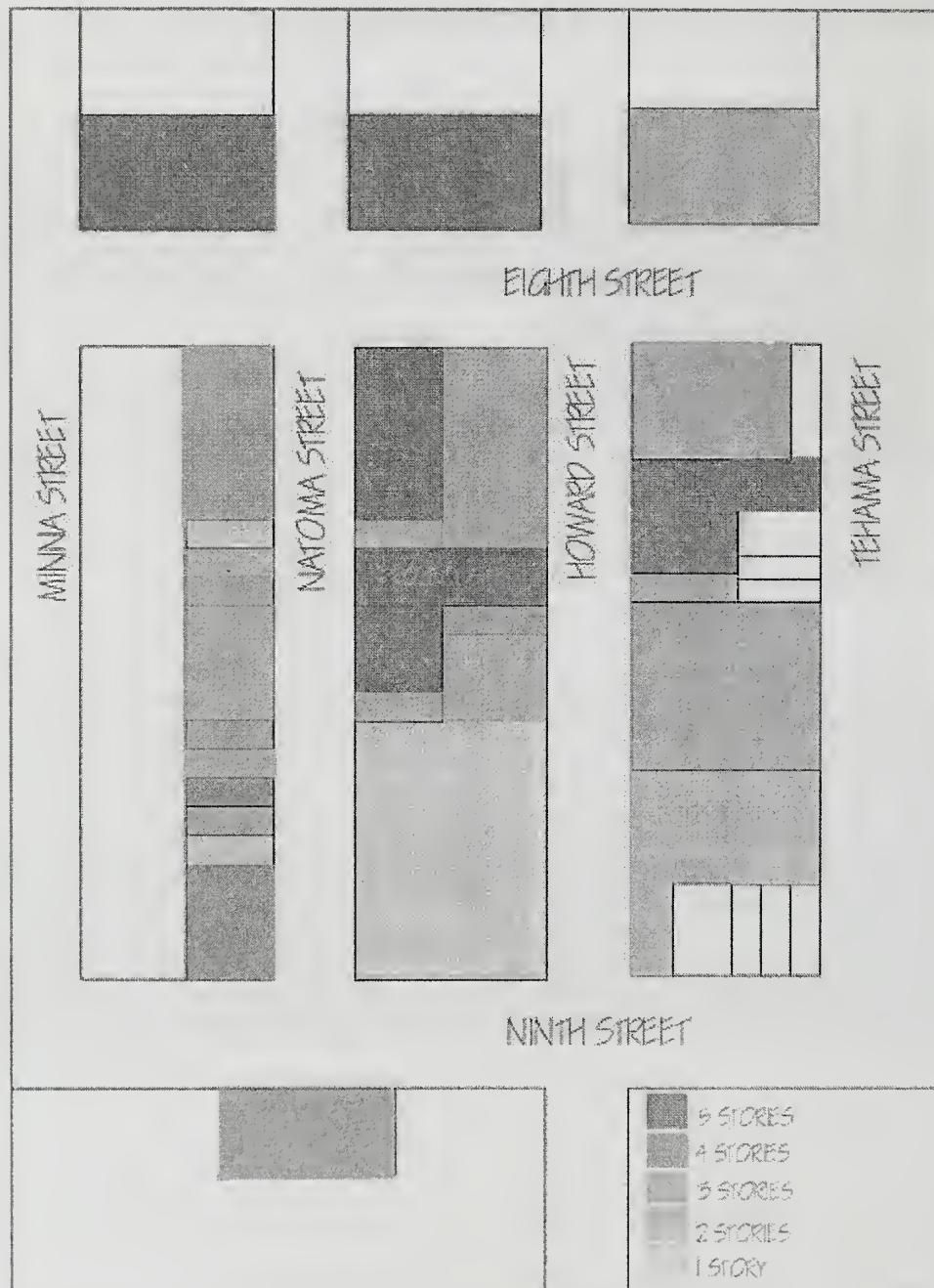


Figure 4 Map indicating heights of existing structures surrounding the project site.

Source: McGrew Architecture

The context of the subject property, including the entire 1200 block of Howard Street must be viewed as a neighborhood in transition. The existing buildings range in size from two to five stories, and date from 1906 through the 1990s. In 1985, 1234 Howard Street was rated a Contributing building - Category III listed in Article 11 of the Planning Code because it was deemed "Very Good" in relationship to the environment and "Good" for its architecture. Subsequently, a 1990 zoning change from Downtown Support Services (C-3-S) to Service/Light Industrial/Residential Mixed Use (SLR) encouraged substantial new residential construction in this area that has resulted in considerable change to the context in which the building was surveyed and determined to be an historic resource. Since the 1985 survey, 44% of the block bounded by Howard, Ninth, Natoma and Eighth Streets has been demolished and rebuilt. [See Figures 2, 3, & 4] A large, suburban-style service station / fast food restaurant / coffee shop / car wash has replaced the entire western end of the site (1998-99). Three new five-story residential structures have been built: 741 Natoma (1997), 747 Natoma (1995) and 705 Natoma Street (1994). When combined, these four projects represent a substantial change in the context for which the subject building was deemed significant. These changes diminish the context for which the subject property was found to be significant in 1985. The proposed replacement structure responds to the 1990 re-zoning, and restates the pattern of development that has taken place in the area since that time.

Water Department Record and the 1894, 1901, 1906 and 1909 San Francisco Block Books. The Water Department TAP records indicate the first use of the site dates from a connection made on June 18, 1874, but the rest of the information on this record is indecipherable. The 1894 Block Book is the earliest document to shed light on the land ownership / use of the project site. At that time, the majority of the Howard Street frontage between Eighth and Ninth Streets was residential in character, with two-and-three-story multi-family flats interspersed among smaller workingmen's cottages. What is now the project site contained a multi-unit building on the Howard Street frontage and two private dwellings facing onto Natoma. Guilfoyle's presence at the site dates from 1909 when he purchased the southwest quarter of the site and began to assemble the property for the construction of his building.

C. Ratings / Prior Assessments: 1234 Howard Street is listed under MEA Categories B and C.

MEA Category B: This category includes *presumed historical resources*, i.e. properties included in a local register of historical resources, as defined by Public Resources Code 5020.1(k), or identified as significant in an historical resource survey meeting the requirements of Public Resources Code 5024.1(g). These resources are presumed to be historical resources unless a preponderance of evidence demonstrates that the resource is not architecturally or culturally significant.

Article 11 of the San Francisco Planning Code, approved by the Board of Supervisors in 1985, is considered an *adopted local register* of historic resources in the downtown zoning district, for purposes of CEQA. Under Article 11, Category III and IV buildings are defined as "Contributory Buildings" - and are presumed to be historical resources. 1234 Howard Street was designated as a Category III Contributory Building in this survey. According to its rating sheet [See Appendix], the building's value is of 'individual importance' with a cumulative score of 46 points out of a possible 90. Two points less would have downgraded the building's importance to 'contextual.' While Category III Contributory buildings are judged to be of individual importance, they do not merit an architectural rating of "Excellent." Instead, Category III buildings are rated either "Very Good" in architectural design or "Excellent" or "Very Good" in relationship to the environment. Analysis of the rating sheet indicates the structure received its highest ratings for context - the building's architectural value was secondary. Article 11 also contains designated conservation districts which are also presumed significant, but 1234 Howard is not located within a designated conservation district.



Figure 5 Views of the North side of the 1200 block of Howard Street from 8th Street (Top) and 9th Street (Bottom) illustrating the changes in context that occurred in the 1990s. The subject property is located approximately mid-block.
Source: McGrew / Architecture

MEA Category C - Properties Requiring Further Consultation and Review: Properties which do not meet the criteria for listing in MEA Categories A or B, but for which the city has information indicating that further consultation and review will be required for evaluation whether a property is an historical resource for the purposes of CEQA.

San Francisco Heritage (Heritage) Surveys - Properties 50 years old or more: Heritage has completed a number of surveys in selected areas of the city that provide information but do not necessarily qualify as adopted local registers for purposes of CEQA. Additional research may be required to determine whether properties included in Heritage surveys qualify as “historical resources.” Note: many of the properties surveyed and rated by Heritage appear in other surveys and inventories, and may be considered as historical resources by CEQA on the basis of other evaluations.

Heritage is the city’s oldest preservation non-profit organization dedicated to increasing awareness and preservation of San Francisco’s architectural heritage. Heritage’s 1978 Downtown Survey was published in book form as *Splendid Survivors*, and became the basis for Planning Code Article 11. The survey’s ratings, ranging from D (minor or no importance) to A (highest importance) were converted into Categories I-V respectively, and incorporated into the San Francisco Planning Code. During the 1980s, the original survey was expanded to include areas peripheral to the downtown, such as the South of Market area. Although not included in *Splendid Survivors*, this extended survey included 1234 Howard Street and gave it a rating of “B.” According to the ratings methodology used by Heritage, a “B” rating refers to “Buildings which are of individual importance by virtue of architectural and environmental criteria. These buildings tend to stand out for their overall quality rather than for any particular outstanding characteristic. Heritage believes that “B”-rated buildings appear eligible for the National Register of Historic Places, and [should be] of secondary priority for City Landmark status.” However, these buildings have not been actually listed on the California Register, and are not included in the Landmarks Board’s work program for designation.

According to the evaluation sheet [See Appendix] documenting the building, its highest score (Excellent) was for its Integrity: Ratings for Style, Construction, and Age were “Very Good”, while Design was merely “Good.” Since that time, the building’s physical condition (particularly the sheet metal decoration) has deteriorated substantially⁶ implying a loss of integrity. Additional research has uncovered the name of the building’s architect, Mel Schwartz, but this would not substantially increase the building’s evaluation, as Mr. Schwartz’ work is not of particular significance. The building was given high marks by Heritage for Continuity (Very Good), but due to demolitions on the block, this evaluation must be adjusted downward. The Heritage survey has not been formally adopted by the City and County of San Francisco. The in-progress Draft “CEQA Review Procedures for Historic Resources” dated September 22, 2003, indicates that properties with Heritage ratings of A, B or C are properties that are “strongly presumed to be historical resources.”

1976 Architectural Survey - properties 50 years old or more: Properties marked “AS” in the block books and in the Parcel Information Database system were assessed for architectural merit but other elements of historic / cultural significance were not considered. The “AS” rating is an indication that the Planning Department has some preliminary information on the building, not that the building is an “historic resource” under CEQA. A determination would be necessary and additional research may be required to determine whether a property identified solely as “AS” qualifies as an “historical resource.”

This survey was an visual exploration of the city to obtain basic architectural information. The aim of the survey was to identify and rate, on a scale of -2 (detrimental) to +5 (extraordinary), all *significant* buildings and structures. No background research was performed and the potential historical significance was not considered when assigning a rating. Buildings rated 3 or higher represent approximately the ‘best’ 2% of the city’s architecture. Summary ratings of 0 to 2 are generally interpreted to mean that the property has some contextual

6. See Appendix H, Letters from Contractors C. M. Peletz Co. and DeVincenzi Architectural Products.
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importance. 1234 Howard Street was assigned an overall rating of "2," indicating that it was of contextual significance. As with the Heritage survey above, demolitions on the block, would reflect this loss of continuity. The *1976 Architectural Quality Survey* has come under increasing scrutiny over the past decade due to the fact that it has not been updated in over twenty-five years and that historical significance was not taken into account. Consequently, the survey has not been officially recognized under Public Resource Code 5024.1(g) as a local register of historic resources, nor has it been adopted by the San Francisco Planning Commission; as such, the 1976 Survey is no longer relied upon by city agencies.

D. California Register Eligibility: On July 16, 2003, a telephone conversation with Elizabeth Black at the California Historic Resource Information System (CHRIS) headquarters in Sonoma, confirmed that the subject property *has not been determined eligible* for listing on the California Register, either individually, or as a contributor to an historic district. A building may be listed as an historic resource in the California Register if it meets any of the following criteria analyzed as follows:

Criterion A) that are associated with the **events / patterns** that have made a significant contribution to the broad patterns of our history; or

Criterion B) that are associated with the lives of **persons** significant in our past; or

Criterion C) that embody the **distinctive characteristics** of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic value, or that represent a significant and distinguishable entity whose components may lack individual distinction; or

Criterion D) that have yielded or may be likely to yield information important to **pre-history** or history.

To be listed on any of the above registries, a property must not only be shown to be significant under one or more of the criteria, but it also must have integrity.

Eligibility Analysis: The 1234 Howard Street property is evaluated for the California Register as follows;

Criterion A) Events / Patterns: The guidelines used to nominate a building to the California and/or National Register indicate that properties that retain "feeling and association" exist if the place where the event or activity occurred is sufficiently intact to convey the relationship to a casual observer. This is not the case with this property. "Association" here means the direct link between an important historic activity and an historic property, based upon the significance and essential physical features. The distinguishing characteristics that relate this building to its historic pattern of development activity are the structural frame in glass infill, both are generic and typical to the neighborhood. For a building to be associated with a particular pattern of events, the property must have an *important association* with a particular historic activity or pattern, and it must retain its historic integrity. Mere association with the activity is not enough in and of itself to qualify under Criterion A; the property's specific association must be considered *important* as well. For example, for a building to be an important example of the post WWI reconstruction period, it must be shown to be important in post WWI reconstruction history. The Howard Street building type is among the building types commonly found in the area. Research has failed to document any other historic post WWI patterns or associations related to the property that are reflected by the building in any tangible way. No evidence exists to support listing of 1234 Howard Street on the National / California Registries under this Criterion.

Criterion B) Persons: For a property to be eligible for listing under this Criterion, it must be shown to have a *primary* association with a person (or group) that is significant to the community, State or Nation during the building's period of significance. While research has demonstrated that the name Guilfoy is associated with ownership of this building between 1924 and 1985, and that the Guilfoy firm is one of many who worked in this particular building trade, no information has been discovered to support a claim that the family / firm was

particularly significant in San Francisco light-industry history. Based upon the information available, there is insufficient evidence to support listing of 1234 Howard Street on the National / California Registries under this Criterion.

C) Design / Construction: For a property to be eligible for individual listing under this criterion, the building must be capable of representing a “type, period or method of construction or possess architectural features that are significant in the development of the community, state or nation. Alternately, the building might be of high artistic value, or represent the work of a master.” A structure is eligible as a specimen of its type or period of construction if it is an *important* example (within its context) of building practices of a particular time in history. When compared with other examples of its type, such as the Sheet Metal Workers Union Hall at 224 Guerrero Street, or the John J. DeLucchi Sheet Metal Works at 1526 Powell Street [see Figure 2] the subject property fails to meet the test of *importance*. The building cannot be said to be of high artistic value, nor does it represent the work of a master. Similarly, its representation of a distinct type, period or method of construction, and its architectural features are not particularly significant in the development of the community, state or nation. An industrial building with some Classical detailing is not eligible under Category C if the detailing was an afterthought reflective of the owner’s vocation, rather than fully integrated into the overall lines and massing typical of the Classical style. The building’s architecture lacks sufficient distinction for listing on the National / California Registries under this Criterion.

D) Pre-history: For a property to be eligible for individual listing under this criterion it must be likely to yield archeological information. Should evidence of significant sub-surface archeological resources be found during the construction phase, the project sponsor will halt all construction activity and notify the preservation planner assigned to the project. Archeological resources will be protected and preserved in place. No evidence exists to support listing of 1234 Howard Street on the National / California Registries under this Criterion.

Integrity: In addition to the criteria listed above, the building must retain sufficient architectural integrity for the property to convey its significance. The evaluation of integrity is sometimes a subjective judgement, but it must always be grounded in an understanding of a property’s physical features and how they relate to its significance. The National and California Registries recognize seven aspects that, in various combinations, define integrity. These aspects are: *Location, Design, Setting, Materials, Workmanship, Feeling and Association*. To retain historic integrity, a property will always possess several aspects, and usually most of these aspects. Based upon observation (in the absence of actual building permits), the building’s integrity appears to be largely intact, save the removal of the rear 20% of the building including the Natoma Street facade, and the advanced state of decay of the sheet metal ornamentation on the Howard Street facade. This facade is clad with pressed galvanized sheet metal ornamentation that is in fair to poor condition.; it is estimated that approximately 50% of the facade decorative elements may require repair. Dents and deterioration due to open seams and incorrect detailing are the most prevalent damage; inappropriate patching has exacerbated the deterioration. The damage is more prevalent at the lower areas of the facade, but the cornice appears to be beyond restoration⁷. Two contractors have indicated that restoration of the facade ornamentation may be futile, and have suggested replication as an alternative. Additionally, minor interior alterations have taken place and the physical context has undergone substantial change. Although the building’s ornamentation may be beyond repair, its strongest character-defining features (the grid of structural frame and industrial glazing) are intact, suggesting that the building may not be declared ineligible for listing based upon a loss of integrity.

7. See illustrations pages 14 and 15, and [Appendix] 10/30/02 letter Vincenzi Architectural products.
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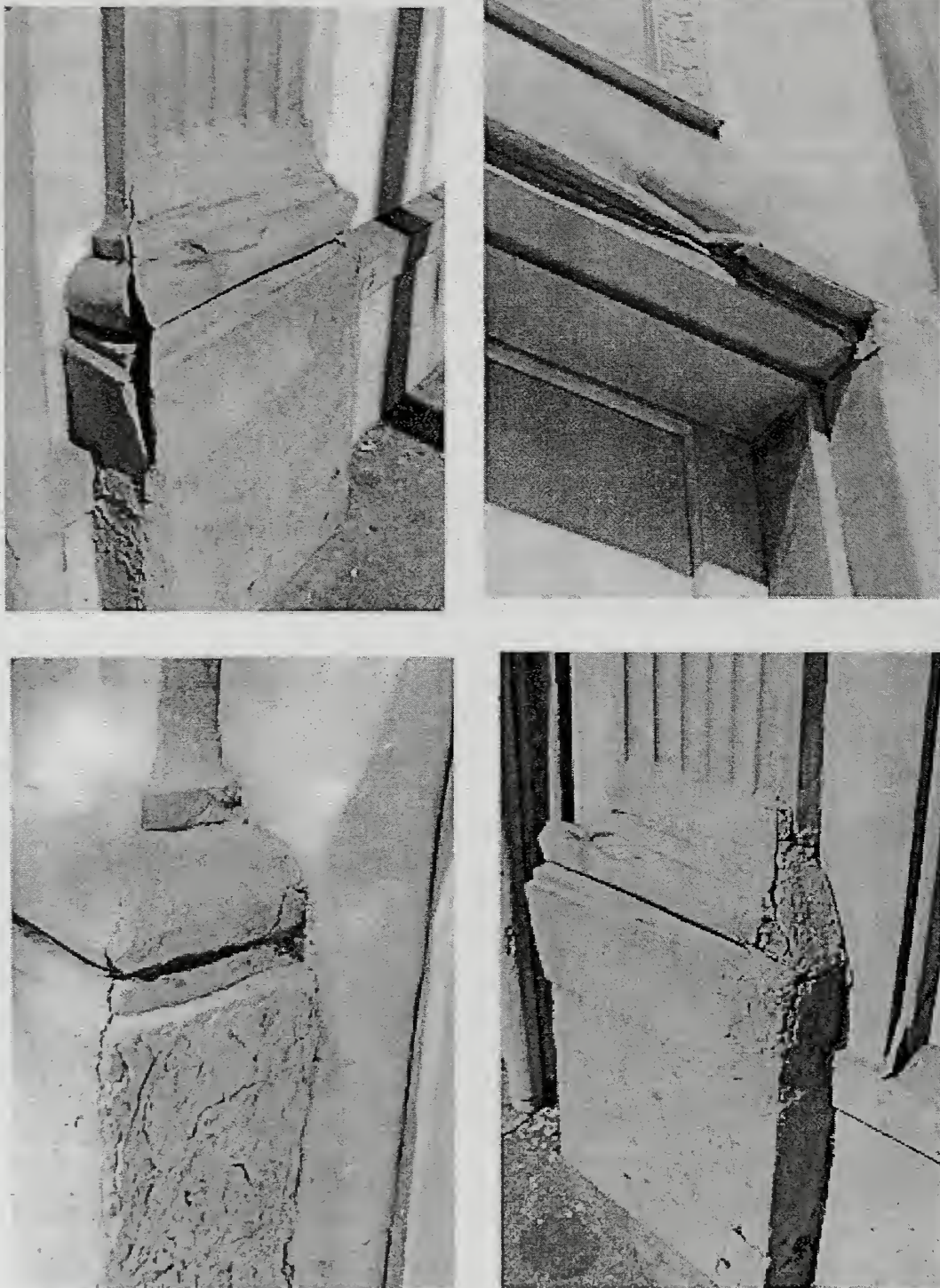


Figure 6 Photographs illustrating the advanced decay of the facade. Source: Stanley Saitowitz / Natoma Architects Inc.

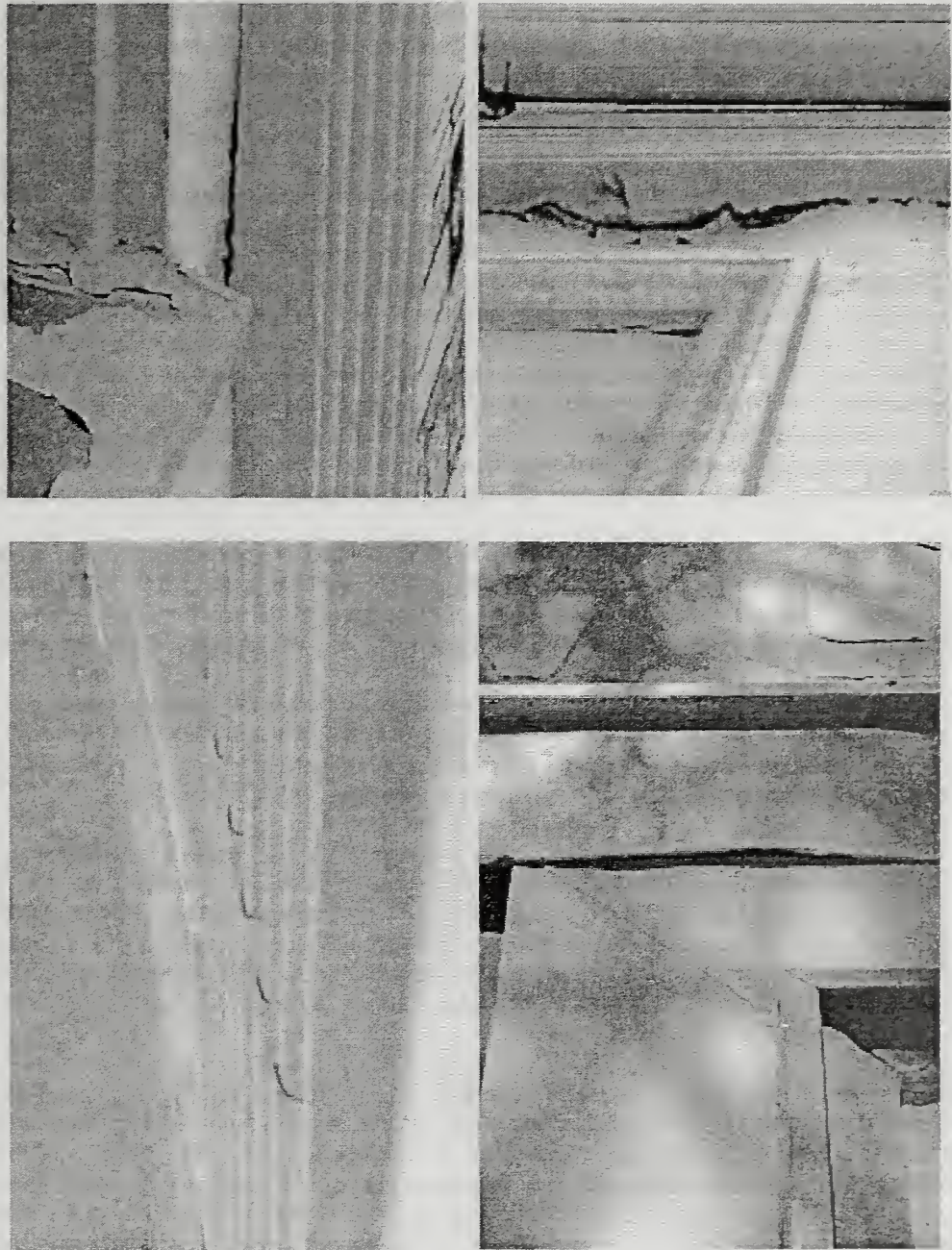


Figure 7 Photographs illustrating the advanced decay of the facade. Source: Stanley Saitowitz / Natoma Architects Inc.

III. Project Specific Impacts: The project requires the demolition of a building determined to be an historic resource by virtue of its listing as a Category III Contributing Structure in Article 11 of the Planning Code. Demolition of a listed structure is considered an adverse impact on an historic resource that arises as a consequence of this proposed project.

IV. Historic District Relationship: The subject property is not included within the boundaries of any existing or potential historic districts and therefore its demolition has no cumulative impact.

V. Compatibility Analysis of Proposed Design: The design of the proposed project is based upon compatibility with surrounding neighborhood properties, as follows:

(1) Composition and Massing. Although the neighborhood contains a wide variety of building forms, the new construction will maintain its essential character by relating to the prevailing, mass, proportions, rhythm and composition of existing buildings. The height and massing of the new building does not alter the scale of existing buildings, which range in height from two to five stories. The design references the prevailing height of four of the buildings on the block, and many others in the immediate neighborhood. All of the existing buildings are built to the property or street line, and this pattern has not been broken since it could damage the continuity of building rhythms and the definitions of streets. The proportions of the new building are established by the prevailing streetwall height and width of lots. To ensure that an established set of proportions is maintained, the façade of the new building is reduced into smaller sections that relate to those existing proportions. The design of the new structure repeats the prevailing pattern of two-part and three-part vertical compositions, with a base element that is necessary to define the pedestrian environment.

(2) Scale. A major influence on scale is the degree to which the total façade plane is broken into smaller parts by detailing, fenestration, and bay widths which relate to human scale. While recent development in the neighborhood consists of larger buildings, the traditional pattern for the neighborhood of small scale buildings has been maintained through the use of design elements that repeat the scale of existing details.

(3) Materials and colors. The use of like materials will relate the proposed building to those of different eras and styles. Materials similar to those already found in the neighborhood will be used on the new structure to harmonize with the architectural character of the neighborhood. The preferred surface material for this neighborhood is painted concrete or cement plaster.

(4) Detailing and Ornamentation. The new building will relate to the surrounding area by restating elements from surrounding buildings and repeating them or developing them for new purposes. Since the neighborhood is in transition, the neighboring buildings serve as references for the new building. Detailing of a similar shape and placement are used without directly copying neighboring detailing. The new structure incorporates the structural frame, glass in-fill panels and the prevailing cornice lines and belt courses of similar buildings along the blockfront, and uses a modern vernacular instead of an historicist one. Detailing is similar in shape and placement to neighboring structures.

VI. Mitigation: As this report has verified, Article 11 of the Planning Code is an *adopted local register* of historic resources for purposes of CEQA, that has identified the subject property as an historic resource. This report has updated the existing surveys (as required for a consideration of eligibility for listing in the California Register) with new information regarding the building's architect, the change in context, the deterioration of the sheet metal facade, and the building's potential for listing on the California Register. The change in the context of the immediate neighborhood, when combined with the loss of the Natoma Street facade and the advanced state of decay of the ornamentation on the building's Howard Street facade suggests a need to reevaluate the building's rating under Article 11. If the building's 46 point score were reduced based upon updated information, the Article 11 point score would be reduced sufficiently to place 1234 Howard Street in Category V. As such, it would no longer be considered an historic resource under CEQA. However, such a declassification can only be accomplished through a Planning Code and General Plan text amendment that would require public hearings before the Landmarks Preservation Advisory Board, the Planning Commission and the Board of Supervisors. Failing such action, the building remains an historic resource under CEQA.

Demolition of an historic resource is a significant adverse impact under CEQA and cannot be fully mitigated.

VII. Conclusion: The building at 1234 Howard Street is considered an historic resource for purposes of California Environmental Quality Act (CEQA) because of its inclusion in Article 11 of the Planning Code building, an adopted local registry. In this registry, the building was designated as a Contributory Building, Category III, “judged to be of Individual Importance” based upon a cumulative point score of 46 out of a possible 90. Cited were the building’s relationship to the environment - rated “Very Good,” and its architecture - rated “Good.” Buildings rated 44 or less were considered “contextual” rather than “individual’ in importance. That the structure received its ‘Very Good’ rating because of its context confirms that the building’s architectural value was secondary. As a result of a 1990 re-zoning to encourage projects such as that proposed here, the physical context of 1234 Howard has undergone considerable change. For a building whose primary value was its context, the result has been a significant diminution of that context. Additionally, the building’s physical condition has deteriorated substantially since it was listed in Article 11, particularly in the sheet metal ornamentation which may be beyond repair. Additionally, the Natoma Street facade has been demolished, resulting in a further reduction of the building’s integrity. When combined, the change in context and the loss of integrity might be seen as a *preponderance of evidence* that is sufficient to reduce the building’s Article 11 rating to a Category V. However, this determination that can be made only through a complicated appeal process that requires hearings before the Landmarks Board, the Planning Commission, and the Board of Supervisors. In the absence of such an appeal, it is the conclusion of this report that the building remains an historic resource under CEQA. As such, the proposed project results in the loss of an historic resource, a substantial adverse impact, for which there is no mitigation.

VII. Appendices:

- A. Scope Approval Form
- B. Consultant's Qualifications
- C. Bibliography
- D. California Register DPR Forms 523 A and B.
- E. Permit Database
- F. Project Illustrations
- G. Biographical Information on Melville Schwartz
- H. Contractor's Letters
- I. Examples of South of Market Industrial Buildings
- J. Article 11 Evaluation Sheets
- K. Heritage Evaluations Sheets

APPENDIX A.
Scope Approval Form

HISTORICAL RESOURCE EVALUATION REPORT SCOPE OF WORK ACKNOWLEDGMENT AND APPROVAL	
Transmittal To: <u>McGrew / Architecture</u> <u>ATTN: Patrick McGrew</u> <u>582 Market Street, Suite 908</u> <u>San Francisco, CA 94104</u>	Date: <u>25 August 2003</u>
The proposed scope of work for the <u>1234 Howard Street</u> Project, Case No. <u>2002.0954E</u> , dated <u>25 August 2003</u> is hereby	
<input checked="" type="checkbox"/> Approved as submitted <input type="checkbox"/> Approved as revised and resubmitted <input type="checkbox"/> Approved subject to comments below <input type="checkbox"/> Not approved, pending modifications specified below and resubmitted	
Signed: <u><i>Art Aguilar</i></u> Planning Department	Signed: <u><i>N/A</i></u> Preservation Technical Specialist
Comments: <u>none</u>	
<p>Note: A copy of this approval and the final scope of work is to be appended to the Historical Resource Evaluation report. The Department advises consultants and project sponsors that review of the draft report may identify issues or concerns of other City agencies not addressed in the scope of work hereby approved, and that the scope of work may need to be modified to accommodate such additional issues.</p> <p style="text-align: right;">Scope of Work Approval Form</p>	

APPENDIX B.

Consultant Qualifications

Professional Qualifications Standards: The Code of Federal Regulations, 36 CFR Part 61 defines the minimum education and experience required to perform historic preservation identification, evaluation, registration, and treatment activities. The minimum professional qualifications in architecture are a professional degree in architecture plus at least two years full-time experience in architecture; or a State license to practice architecture.

Patrick McGrew received his Bachelor of Architecture from the University of Oklahoma in 1965. He has been actively engaged in the architectural profession, specializing in historic preservation, since then. McGrew has been a licensed architect in the State of California since 1970, as well as a holder of the NCARB (national licensing) certificate. He possesses an in-depth knowledge of all procedures and standards utilized in the identification, evaluation, registration, and treatment of historic properties as evidenced by his lengthy career known for the depth and breadth of accumulated architectural / historical knowledge. He places a high value on the objectivity and completeness of his written works. He has several years experience in research, writing, practicing and teaching architecture with academic and historical agencies and institutions. He has made a substantial contribution through research and publication of a body of scholarly knowledge in the field of California architectural history. His experience has included the preparation of numerous historic research reports, National Register nominations, and San Francisco Landmark nominations, as well as the preparation of plans and specifications for architectural preservation projects. He regulates his firm through the use of Ethics Standards developed by the Society of Architectural Historians.

Patrick McGrew's knowledge and reputation in the field of historic preservation provided the basis for his public service as the long-time President of San Francisco's Landmarks Preservation Advisory Board, which extended over an eighteen year span beginning in 1978 when he was first appointed by then-Mayor George Moscone; he served the next ten years under Mayor Dianne Feinstein. Although he served less than a year under Mayor Art Agnos, it was Agnos who declared November 17, 1991 "Landmarks of San Francisco Day" to honor the publication of McGrew's first book, *Landmarks of San Francisco* (Harry Abrams, New York, 1991.) Reappointed in 1992 by Mayor Frank Jordan, McGrew served four more years. This acknowledgment by government and/or regulatory agencies, combined with Mr. McGrew's impressive list of publications on California's historic architecture, is a testament to his proficiency as a leading expert in California architectural history. He is a member of the Society of Architectural Historians, and has received many awards for his work during a distinguished career. In 1995, his book *The Historic Houses of Presidio Terrace*, received an award of honor from the California Heritage Council.

APPENDIX C .

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- San Francisco Water Department: Historic Tap Records.
- San Francisco Main Library, History Room: Howard Street Photo Files; Historic Sanborn Maps Collection
- San Francisco Heritage Files

APPENDIX D:
California Register DPR Forms 523A and B

APPENDIX E.
Permit Database

PERMIT & WATER DEPT CONNECTION TABLE FOR 1234 HOWARD STREET STREETS

DATE	NUMBER	DESCRIPTION
July 10, 1985	553387	Remove 17' from rear of building & Handicap Exemption
May 26, 1945		Cancelled
April 29, 1924		Water Connection for Guilfoyl Sheet Metal Works
June 18, 1874		Water Connection for 830 sf x 3 floors

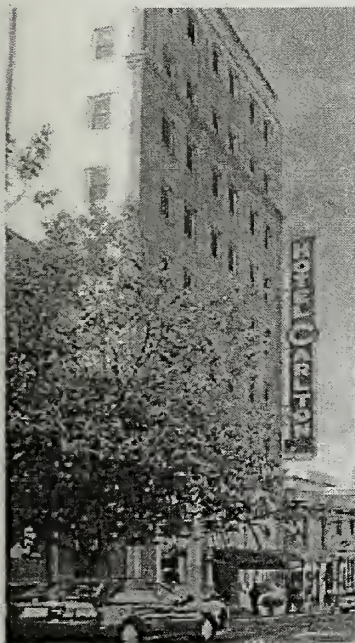
APPENDIX F.
Project Illustration



Figure 8 Photo-montage of proposed project.

Source: Stanley Saitowitz / Natoma Architects Inc.

APPENDIX G.



1075 Sutter Street, 1923



1601 Bush Street, 1929



420 Grant Avenue, 1914



520-24 Post Street, 1919



939 Post Street, 1919



530 Post Street, 1919



79 New Montgomery Street (Top 3 Floors), 1923

Melville I Schwartz (-1947) was a relatively obscure San Francisco architect. He was an associate of Samuel C. Heiman in the firm of Heiman and Schwartz, during the WWI years of 1914-1918, although his obituary indicates that he served in the War. Of the two, Heiman had the more successful practice and is far better known. Schwartz' best-known buildings include a three -story addition in 1920 to the Associated Oil (Crossley) building at 79 New Montgomery Street and the College of Electronic Medicine at 1075 Sutter Street. The latter was altered by H. C. Bauman and became the Hotel Carleton. His Langendorf Bakery at 1160 McAllister has been demolished, as has a machine shop and store that he designed for 950-52 Bush Street. The earliest building attributed to Schwartz is 420 Grant Avenue, in the proposed Chinatown Historic District. Schwartz presumably retired in 1930, as he was no longer listed in the City Directories, an indication of a relatively short career span of some 26 years. He was a member of Lincoln Lodge No. 470, F. & A. M., and San Francisco Bodies, Scottish Rite. Illustrated above are some images of projects completed by Schwartz that confirm a modest practice limited mostly to light-industrial buildings of no great significance. Schwartz is not listed in any of the biographical resources that typically profile San Francisco's more important architects.

REQUEST FOR FINAL ENVIRONMENTAL IMPACT REPORT

TO: Planning Department,
Major Environmental Analysis

Please send me a copy of the Final EIR.

Signed: _____

Print Your Name and Address Below

--

PLACE
POSTAGE
HERE

San Francisco Planning Department
Major Environmental Analysis
1660 Mission Street, 5th Floor
San Francisco, CA 94103

Attn: Art Aguilar, Environmental Coordinator
2002.0954E 1234 Howard Street

PLEASE CUT ALONG DOTTED LINE

RETURN REQUEST REQUIRED FOR FINAL
ENVIRONMENTAL IMPACT REPORT

